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**DEPARTMENTS OF COMMERCE, JUSTICE, AND  
STATE, THE JUDICIARY, AND RELATED  
AGENCIES APPROPRIATIONS FOR 1985**

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**HEARINGS**  
BEFORE A  
SUBCOMMITTEE OF THE  
COMMITTEE ON APPROPRIATIONS  
HOUSE OF REPRESENTATIVES  
NINETY-EIGHTH CONGRESS  
SECOND SESSION

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SUBCOMMITTEE ON THE DEPARTMENTS OF COMMERCE, JUSTICE, AND  
STATE, THE JUDICIARY, AND RELATED AGENCIES

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**JOSEPH D. EARLY, Massachusetts**  
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**ROBERT J. MRAZEK, New York**  
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**JOHN EDWARD PORTER, Illinois**

**JOHN G. OSTHAUS and TERRY D. BEVELS, *Staff Assistants***

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**PART 8**  
**DEPARTMENT OF JUSTICE**

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WEDNESDAY, APRIL 4, 1984.

**DRUG ENFORCEMENT ADMINISTRATION**

**WITNESSES**

**FRANCIS M. MULLEN, JR., ADMINISTRATOR**

**JOHN C. LAWN, ACTING DEPUTY ADMINISTRATOR**

**JAMES K. WILLIAMS, BUDGET OFFICER**

**WILLIAM D. VAN STAVOREN, DEPUTY ASSISTANT ATTORNEY GENERAL  
FOR ADMINISTRATION**

**CHARLES R. NEILL, CONTROLLER**

**JOHN R. SHAFFER, DIRECTOR, BUDGET STAFF**

**1985 REQUEST**

Mr. DWYER [presiding]. The next item that we shall consider is the fiscal year 1985 budget request for the Drug Enforcement Administration. The request is \$334,654,000, which represents an increase of \$48,531,000 above the appropriation enacted to date for fiscal year 1984.

We shall insert the justifications material submitted in support of this request into the record at this point.

[The information follows:]

Fiscal Year 1985

The DEA 1985 request continues the momentum of the drive against organized crime and drug  
stress the ODE effort, the elimination of production in source countries, and participat

part of the President's Initiative against organized crime and drug trafficking, an increase of 35 permanent positions, 35 full-time equivalent workyears, and \$2,401,000 is requested to establish an additional OCDE task force for Florida, the VI, and Puerto Rico.

Foreign Cooperative Investigations program objectives are to motivate and assist foreign countries in the development of enforcement and ancillary programs to reduce the supply of illicit drugs produced, processed, and destined for ultimate consumption in the United States. DEA provides expert advice, authorized investigative and intelligence sharing, and training in those areas deemed most critical to the reduction of drugs destined for the U.S. These activities encourage the development and implementation of substantive intergovernmental enforcement and intelligence exchanges. An increase of \$2,775,000 in funding is requested for this program for 15 Special Enforcement operations and 23 Special Intelligence operations. The on-going base program will be continued with the proposed reduction of 11 positions and \$620,000.

Export Control activity encompasses the investigation and prevention of the diversion of legitimately produced controlled substances. This includes (a) registering legitimate manufacturers and dispensers of controlled drugs, (b) determining potential diversion into the illicit market, (c) conducting targeted investigations of major violators, (d) conducting periodic investigations of manufacturers, wholesalers, and import/exporters, (e) investigating pre-registrants, (f) scheduling and controlling controlled drugs, (g) authorizing imports and exports, (h) establishing manufacturing quotas, and (i) providing technical assistance and guidance to the states. Through this program, DEA has been instrumental in persuading foreign governments to restrict the production and distribution of dangerous pharmaceuticals. This budget requests an increase of 8 permanent positions, 8 full-time equivalent workyears, and \$232,000 for processing the increasing volume of drug reviews for scheduling. The on-going base program will be continued with the proposed reduction of 23 positions and \$1,344,000.

State and Local Assistance program addresses cooperative law enforcement activities with state, county, and local authorities to benefit the Federal drug enforcement program. Included under this program are training programs for law enforcement personnel, forensic chemists, laboratory support for law enforcement agencies, and support for law enforcement activities of the states and local task forces. The on-going base program will be continued but with the proposed reduction of 2 positions and \$100,000.

#### Intelligence

The program's activities include the collection, analysis, and dissemination of drug information in support of DEA, other federal, state, and local efforts to interdict or suppress the illicit movement of drugs. This provides a systematic approach to the identification of traffickers and the assessment of their vulnerabilities. It also supplies information for policy determination and enforcement strategy development. An additional dimension of this program is the exchange of criminal drug information with foreign counterparts. An increase of 36 permanent positions, 36 full-time equivalent workyears, and \$1,292,000 is requested for this program. This includes 23 permanent positions, 17 full-time equivalent workyears, and \$714,000 to insure the capability to interact more fully with the intelligence community, and 13 permanent positions, 13 full-time equivalent workyears, and \$578,000 to provide intelligence support to the OCDE task forces. The on-going base program will be continued with the proposed reduction of 29 positions and \$1,551,000.

#### Chemistry and Engineering

The research program supports the enforcement and intelligence functions through the development of specialized covert operations, chemical engineering, and scientific support.

#### Operations

The program provides (a) laboratory analysis of evidence and expert testimony in support of investigation and prosecution, (b) training programs for all levels of DEA operational personnel, (c) maintenance of an effective technical support system, including aircraft operations, (d) provision of ADP and record management systems, and (e) the provision of response to requests made under the Freedom of Information and Privacy Acts. A total of 8 permanent positions, 5 full-time equivalent workyears, and \$3,270,000 is requested for ADP/telecommunications initiatives to support operational programs.

#### Direction

The program provides the overall management and direction of DEA. Included in this program is (a) the development of policy, (b) executive policy, program analysis and planning, (c) budget preparation and financial management, (d) congressional relations, (e) legal counsel, and (f) administrative support functions.

#### Exchangeable Program

The exchangeable program providing for the training of foreign drug law enforcement officials is conducted by DEA and funded by the Department of State. Schools are held each year both in the United States and host countries.



Drug Enforcement Administration

Salaries and expenses

Proposed Authorization Language

The Drug Enforcement Administration is requesting the following authorization language:

Annual Legislative Proposal

For the Drug Enforcement Administration: \$334,654,000 of which not to exceed \$1,200,000 for research and development and \$1,700,000 for purchase of evidence and payments for information shall remain available until expended.

Permanent Legislative Proposal

The Drug Enforcement Administration is authorized to make payments from its appropriation for:

- (a) hire and acquisition of law enforcement and passenger motor vehicles without regard to the cost for the current fiscal year;
- (b) payment in advance for special tests and studies by contract;
- (c) payment in advance for expenses arising out of contractual and reimbursable agreements with other Federal, State, and local law enforcement and regulatory agencies while engaged in cooperative enforcement and regulatory activities of the Controlled Substances Act (21 U.S.C. 873(a)(2));
- (d) expenses to meet unforeseen emergencies of a confidential character to be expended under the direction of the Attorney General, and to be accounted for solely on the certificate of the Attorney General;
- (e) payment of rewards;
- (f) publication of technical and informational material in professional and trade journals and scientific equipment;
- (g) necessary accommodations in the District of Columbia for conferences and training activities;
- (h) acquisition, lease, maintenance, and operation of aircraft;
- (i) contracting with individuals for personal services abroad, and such individuals shall not be compensated by the United States Government for the purpose of any law administered by the Office of Personnel Management;
- (j) payment for firearms and ammunition and attendance at firearms matches;
- (k) payment for tort claims against the United States when such claims arise in foreign countries in connection with Drug Enforcement Administration operations abroad; and
- (l) research related to enforcement and drug control to remain available until expended;

Salaries and expenses

Justification of Proposed Changes in Appropriation Language

The 1985 budget estimates include the proposed changes in the appropriation language listed and explained below. Underscored and deleted matter is enclosed in brackets.

Salaries and expenses

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character, to be expended under the direction of the Attorney General, and to be accounted for solely on his certificate, purchase of not to exceed [eight hundred eighty-eight] passenger motor vehicles of which [six hundred eighty-two] are for replacement only for police-type use without regard to the general purchase price limitation for the current fiscal year; acquisition, lease, maintenance, and operation of aircraft; [286,123,000] of which not to exceed \$1,200,000 for research shall remain available until expended and \$1,700,000 for purchase of evidence and payments for information shall remain available until September 30, [1985]. [Provided, That there shall be allocated to the Drug Enforcement Administration offices in the land border States of Vermont, Michigan, New Hampshire, Minnesota, North Dakota, Montana, Idaho, Arizona, and New Mexico, a minimum of \$10,000 each for the purchase of information and evidence.]

- The second change allows current year funds for purchase of evidence, payments for information (PE/PI) to year period, until September 30, 1986.
- The third change eliminates language which requires a minimum allocation of PE/PI funds for specific land place certain funding allocation mechanisms to assure prompt and effective availability of PE/PI funds where areas encompassed within the designated land border states. Further, because these mechanisms are already efficient drug law enforcement is anticipated.

# Salaries and expenses

Crosswalk of 1984 changes  
(Dollars in thousands)

Activity/Program	1984 President's Budget Request			Congressional Appropriation Actions on 1984 Request			Reprogramming			1984 Pay Supp Increase		
	Pos.	WY	Amount	Pos.	WY	Amount	Pos.	WY	Amount	Pos.	WY	Amount
1. Enforcement of Federal law and investigations												
a. Domestic enforcement	1,017	1,798	\$113,364	...	...	\$2,212	...	...	\$1,291	...	...	...
b. Foreign cooperative investigations	354	368	31,416	11	...	317	...	...	-230	...	...	...
c. Diversion control	313	329	16,014	21	...	1,045	...	...	-259	...	...	...
d. State and local assistance												
State and local training	25	25	1,871	2	...	72	...	...	-23	...	...	...
State and local laboratory services	23	23	1,422	...	...	-30	...	...	-29	...	...	...
State and local task forces	122	119	12,952	...	...	-30	...	...	-57	...	...	...
Subtotal	170	166	16,177	3	...	-318	...	...	-115	...	...	...
2. Intelligence	298	285	15,906	29	...	1,251	...	...	-230	...	...	...
3. Research and engineering	17	16	2,283	...	...	-97	...	...	...	...	...	...
4. Support operations												
a. DEA laboratory services	130	124	12,044	...	...	-220	...	...	-115	...	...	...
b. DEA training	34	31	3,372	...	...	-92	...	...	-29	...	...	...
c. Technical operations	165	177	28,925	...	...	-564	...	...	-86	...	...	...
d. ADP and telecommunications	120	110	18,327	...	...	-196	...	...	...	...	...	...
e. Records management	91	87	3,416	...	...	-52	...	...	...	...	...	...
5. Program direction												
a. Executive direction and control	241	211	12,928	...	...	-153	...	...	-172	...	...	...
b. Administrative services	147	114	8,471	...	...	-93	...	...	-57	...	...	...
Total	4,018	3,847	281,621	65	...	-1,500	...	...	...	...	...	...

# Explanation of Analysis of Changes from 1984 Appropriation's Request

## Congressional Appropriation Actions

The Congressional actions reflect a reduction for Start/Stop level base change of \$2,145,000, an increase of 65 positions and \$3,500,000 in pay due to a reorganization and 13 reduction in funds totaling \$2,655,000.

## Reprogramming

The reprogramming of budget authority reflects the pursuant effect of the 1983 reprogramming notification. In the narrative accompanying the reprogramming act of a permanent nature and would carry into 1984.

## Supplementals Requested

No pay request provides \$4,500,000 to meet increased pay requirements.

# Summary of Requirements (Dollars in thousands)

## Adjustments to base:

1984 as enacted, .....  
 1984 pay supplemental, .....  
 1984 appropriation anticipated, .....  
 Transfer in of OCE program, .....  
 (incontrollable increases), .....  
 Decreases, .....  
 1985 base, .....

Estimates by budget activity	1983 Actual			1984 Appropriation Anticipated			1985 Base			1985 Pay	
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY
1. Enforcement of Federal law and investigations:											
a. Domestic enforcement	1,787	1,548	\$103,015	1,817	1,798	\$120,421	2,154	2,121	\$159,129	2,189	2,153
b. Foreign cooperative investigations	356	292	26,508	376	318	31,994	376	350	33,478	365	350
c. Diversion control	343	326	15,911	366	324	17,062	366	324	18,044	351	329
d. State and local assistance	170	192	17,166	172	166	15,991	172	166	16,801	170	166

Salaries and expenses  
Agency of Resources by Program  
(in thousands)

Activities by Program	1983 as Requested			1983 Actual			1984 Appropriation Anticipated			1985 Base		
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount
Enforcement of Federal Law and Investigations												
Domestic enforcement	1,787	1,777	\$119,149	1,787	1,543	\$103,815	1,817	1,798	\$129,421	1,817	1,798	\$124,106
Specialized Crime Drug Enforcement	..	..	..	..	..	..	..	..	..	337	323	35,023
Foreign cooperative investigations	356	341	28,817	356	292	26,568	376	348	31,773	376	350	33,478
Intelligence control	353	324	15,332	343	306	15,511	356	324	17,062	366	324	18,044
State and local relations												
State and local training	25	24	1,113	25	25	1,213	27	24	1,541	27	24	1,953
State and local laboratory services	23	23	1,317	23	25	1,379	23	23	1,373	23	23	1,453
State and local task forces	122	115	12,552	122	141	13,575	122	119	12,712	122	119	13,329
Intelligence	248	257	19,276	248	273	19,358	327	295	16,162	327	285	17,117
Research and engineering	17	15	2,169	17	15	2,472	17	16	2,226	17	16	2,334
Support operations												
DEA laboratory services	174	162	1,557	174	157	8,334	190	174	11,454	190	178	12,114
DEA training	34	33	3,507	49	31	4,934	14	33	3,311	34	33	3,474
Technical operations	165	177	17,472	153	178	20,437	185	177	28,074	195	177	27,866
ALP and telecommunications	110	123	15,555	110	173	17,064	126	110	18,094	126	113	18,047
Records management	9	9	3,473	9	84	3,215	9	87	3,568	9	87	3,734
Programs Directorate												
Executive direction and coordination	243	233	12,443	243	252	12,187	243	233	12,843	243	231	13,557
Administrative services	127	132	8,216	127	139	9,587	147	148	9,075	141	139	8,679
Total	3,953	3,832	255,446	3,553	3,161	254,910	4,063	3,747	290,423	4,016	4,215	324,302
Other Workyears												
Policy												
Overseas												
Total Workyears		4,314			4,314			4,314			4,314	

Justification of Program and Performance

	1984 Appropriation Anticipated			1985 Base			1985 Estimate	
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY
Domestic enforcement	1,817	1,798	\$129,421	1,817	1,798	\$124,106	1,817	1,798

Long-Range Goals: To reduce the supply of illicit drugs to levels where our society and institutions can bear the consequences of drug abuse.

Major Objectives:

Seriously disrupt or eliminate major drug trafficking organizations, and thereby reduce the drug flow, by investigative pressure leading to arrest, prosecution, and conviction of major drug dealers as well as a

Maintain overall enforcement pressure on the major heroin trafficking organizations to ensure that heroin which minimizes the abuse to society.

Support the President's Organized Crime Drug Enforcement Task Forces (OCDETF) program by providing full support.

Maintain investigative emphasis in the dangerous drug area, in particular the traffic in clandestinely-manufactured LSD, and reduce the retail availability of the substances as measured by reported drug injuries and deaths.

Utilize the resources and expertise of the FBI in concert with DEA to achieve maximum effectiveness in the trafficking impacting the United States.

Increase the Federal Government's role against violent crime by supporting, within resource availability, intelligence operations wherein violent crimes surface as collateral violations to ongoing drug investigations.

Maintain investigative emphasis on the

Base Program Description: The major thrust of the Domestic Drug Enforcement program is the elimination or immobilization of the drug traffic in the priority drugs of abuse. This strategy is based on the experience that the can be achieved at these levels and that this represents the most cost-effective employment of resources. Heroin is a major priority because of its impact on national health and crime; although the massive infusion of cocaine in the Southeastern sector of the United States must also be addressed as a major priority concern of drug enforcement.

DEA carries out this mission through:

- Undercover operations.
- Electronic surveillance.
- Development and utilization of confidential sources of information.
- Emphasis on use of the various conspiracy statutes and the more sophisticated statutory tools such as the RICO provision, tax laws and Racketeer Influenced Corrupt Organizations (RICO).
- Employment of Special Enforcement Operations (SEO) for investigative concentration on major trafficking organizations.
- Financial investigative efforts involving the illicit international and national money flow related to drug coordination with the Internal Revenue Service (IRS) and Federal Bureau of Investigation (FBI).
- Precursor investigative and liaison measures aimed at identifying and immobilizing clandestine laboratory operations.
- Full cooperation between DEA, U.S. Customs Service, Immigration and Naturalization Service (INS), and the U.S. Coast Guard in off-shore interdiction activities.
- Coordination and cooperation with State and local drug law enforcement agencies in the development of cooperative investigations of investigative/intelligence information.
- Utilization of special reverse undercover operations where the special agent poses as a drug seller.

DEA's investigative activities fall into four major categories based on the source of the investigation: DEA-initiated referrals, referrals stemming from information provided by other Federal law enforcement agencies such as the INS, the Immigration and Naturalization Service, and cooperative investigations developed jointly with State and local law enforcement agencies. In the case of referrals, DEA has the principal responsibility in drug offense cases, on an exercise only limited control over drug priorities in this area. These cases emanate predominantly from border interdiction activities. Standards established for prosecution by the several United States Attorneys vary considerably. Also, the FBI has a significant role in these investigations.

The major portion of the enforcement effort of the field offices is necessarily employed in substantive DEA investigations. Total effort involves a mix of substantive and conspiracy cases. Conspiracy prosecutions develop most often from the extension of evidence and witnesses developed in the substantive cases. DEA interoffice and interagency cooperation and assistance are emphasized and maintained at high levels.

In selected priority trafficking situations that are either interoffice and international in nature, SEO (Special Enforcement Operations) organizational, operational and management procedures are used in the application of investigative resources. The economy of force, mobility, speed, and flexibility in responding to high level trafficking organizations. Specialized units against major conspiracies receive added emphasis and resources. These activities will be undertaken only if it is determined by DEA management that intelligence or evidence points to probable success commensurate with the effort. Through demonstrated success of these SEO (formerly CENTAC) investigations, DEA aims to create in the minds of a certainty of punishment under the applicable Federal statutes, as well as a more complete immobilization of the

DEA continues to focus ongoing efforts on financial investigations involving international money flows and drug investigations, involving close cooperation between DEA, the U.S. Customs Service, the Internal Revenue Service, generally at important and isolated violators, who direct, control, and profit significantly from drug traffic. Investments of these profits are vulnerable to forfeiture. This innovative and coordinated Federal investigative effective tool in reducing capital assets of the traffickers; thereby immobilizing major trafficking organizations.

Conventional and proven drug enforcement methods such as informant development, undercover infiltration, and pure drug evidence continue to be used as tools in the development of both substantive and major conspiracy investigations. These methods provide for acquisition of evidence which, among other things, reinforces the credibility of testimony of government witnesses.

Also high on the list of drug enforcement priorities is the immobilization of domestic clandestine laboratory operations. Maintenance of the chemical precursor control program. The rescheduling of PCP, the scheduling of P-2-P<sub>1</sub> and the piperidine have resulted in past years in more effective control of illicit manufacture of PCP, methamphetamine,

Full cooperation between DEA, U.S. Customs Service, Immigration and Naturalization Service, and the U.S. Coast Guard activities is being maintained. DEA continues to support the border interdiction function through: (1) immediate information; (2) cooperative investigations where appropriate; and (3) coordination of defendant debriefing techniques acceptable for Federal prosecution.

A major problem of domestically grown marijuana is confronting many western, mid-western, and southern states. Assistance, within available resources, to State and local enforcement agencies in the form of air surveillance, necessary to identify the remotely located marijuana growing sites. Essentially, the State and local agencies will be required to conduct a marijuana eradication program with DEA providing leadership, limited resources, and some investigative and intelligence special requirements.

- Facsimile: A system which includes 130 terminals in field offices, compatible with other government similar equipment.
- DEA Secure Teletype Systems (DSTS): A leased line network that provides the capability to transmit traffic in support of the DEA mission domestically and through the Headquarters Telecommunications Center, Department of Defense Automatic Digital Network (AUTODIN) access channels and the State Department's System.
- The DEA radio communications system includes: portable radios; radios in all motor vehicles, aircraft and stations geographically positioned to ensure optimum communications in support of enforcement operations.

**Accomplishments and Workload:** Throughout 1982 and into 1983, the average retail purity of heroin available to approximately 5.0 percent from about 4.0 percent in 1981. This rise, combined with a drop in the retail price, resulted in an increase in the availability of heroin at the street level. Nevertheless, continued enforcement operations targeted traffickers, in particular, have mitigated any significant increases in the domestic availability of heroin. Arrests were maintained at the 7,417 level, despite major reorganizations during that period in addition to "continuing resolution" funding by Congress. This increase has continued into 1983 as 7,646 DEA arrests were achieved in that year. The preponderance of arrests in both years (1982-1983) were achieved in Class I and II investigations. The emphasis placed on high-level investigations by DEA management.

Federal law enforcement authorities seized 193 illicit clandestine drug laboratories in the United States during fiscal year 1981 when 197 laboratories were seized. Although this would seem to indicate a downward trend, a closer look reveals a probable turnaround in this trend. Only 34 laboratories were seized during the first quarter, but an average of almost 53 laboratories were seized during each of the succeeding three quarters of the year. The seizures confirmed the increasing trend.

Intelligence and enforcement operations in 1982 and 1983 continue to show high levels of cocaine, marijuana and heroin supplies entering the CONUS from South America via air and sea into the Southeastern part of the U.S., this emergent problem, DEA, in 1982 and 1983, significantly increased its enforcement efforts in the Southeast. Participation in the South Florida Task Force. The overall Federal effort of the special task force to combat drugs has been spearheaded by highly-successful cooperative investigations by DEA, the U.S. Coast Guard, and the U.S. Customs Service. Interdiction efforts have been centered in the South Florida-Caribbean area. One of the major thrusts to continue to be the cannibal maritime traffic between the Guajira Peninsula of Colombia and the southeastern United States.

Since the inception of the Florida Joint Task Group in 1982, approximately 65 special agents have been assigned to various capacities. Transportation and communications needs are especially urgent if narcotics violations are to be effectively controlled. DEA has dedicated enforcement automobiles and leased vehicles, radios and telephone communications. DEA has provided armament, shotguns, vests and protective devices, emergency equipment and laboratory services. In addition, record and office space, drug and non-drug evidence cabinets, electronic equipment, secretarial assistance, and operating and PE/PI funds have been provided. The following statistics summarize the accomplishments of the Florida Joint Task Group which DEA participated extensively from both the Miami Divisional Office and directly within the Joint Task Group.

#### Drug-Related Asset Seizures

Includes all drug-related asset seizures by all Federal law enforcement agencies which are South Florida seizures by Bureau of Alcohol, Tobacco and Firearms (BATF) are not necessarily drug related. Note that this is the date which is seized and not that which is ultimately forfeited to the U.S. Government.

<u>Asset Seized</u>	<u>February 15, 1982* - June 15, 1982</u>	<u>No. of Seizures</u>	<u>Estimated Value</u>
Vehicles.....	570		\$3,100,000
Vessels.....	423		23,000,000
Aircraft.....	121		13,000,000
Currency.....	439		27,000,000
Bonds (forfeited).....	34		4,000,000
Judicial Fines Levied.....	165		7,000,000
Firearms.....	2,334		109,000,000
Other.....	113		190,000,000
Total.....	4,199		

\* Although the Florida Joint Task Group (FJTG) did not become operational until March 15, 1982, data was available for February 15, 1982, the date on which the Vice President announced the formation of the FJTG.

In the period 1979-1983, DEA has significantly increased activity in the prosecution of the financial aspects of drug trafficking. Increased utilization of criminal forfeiture proceedings (21 U.S.C. 881 and 18 U.S.C. 1961-1964) against drug violators and increased utilization of civil forfeiture proceedings (21 U.S.C. 881) against drug violator assets. During 1981, property valued at \$161 million from drug violators and in 1982, approximately \$191 million in assets were projected that over \$215 million of drug related assets will be seized and ultimately forfeited to the U.S. Government. In addition, the U.S. Government has been successful in the seizure and ultimate forfeiture of drug related assets.

drug investigations, DEA conducted 16 Title III electronic surveillances. During the same time frame, the FBI utilizing this approach, there were 55 drug-related Title III investigations initiated, a 244 continued into 1983.

As part of DEA's efforts, we have begun cross-training DEA and FBI agents for better interagency understanding and expertise available to the other. FBI special agent accountants--useful in dealing with the financial network of informants and experience with long-term undercover operations and organized crime investigations brought into this partnership. DEA and the FBI are also coordinating utilization of the scientific laboratories of both agencies.

In 1983, DEA's Domestic Marijuana Eradication/Suppression program was expanded to include 40 states--all the 1982 program. DEA's role in this cooperative venture is to encourage State efforts and, to control investigative and aerial support to State and local law enforcement agencies engaged in domestic marijuana suppression programs. In 1983, DEA provided the states with almost \$1.7 million to help defray the expenses of their respective suppression programs. These expenses include payment of officers' overtime and per diem on appropriate equipment and vehicles fuel for vehicles and aircraft, and repairs necessitated by their use. With this support, the need for a base of \$2,500,000 in 1984 and 1985. The DEA Airwing flew 683 missions for support of the eradication program. Eradication efforts were extremely successful. In excess of three (33,197,943) marijuana plants, in 70,592 plots, were eradicated. This resulted in the arrests of 4,311 weapons. Twenty-six percent of the plants were high potency sinsemilla. Ninety-nine percent of the work was in states with DEA cooperative programs.

Along with the increased involvement of the FBI, another major development in the drug enforcement effort is military in drug intelligence operations. We are only beginning to see the results of this new resource. The Florida Task Force and related operations, the Navy E2C's (AWakeye Aircraft) provide detection capabilities have been utilized as chase aircraft. The Navy has been regularly and increasingly relating suspect vessel evaluation and action. The Navy has provided direct assistance to the U.S. Coast Guard and participated in suspect vessels. Coast Guard crews are also on-board some Navy vessels. DEA anticipates that military's increasing role in confronting and containing illicit drug smuggling on the high-seas.

DEA is now working on refining policy and procedures to ensure that the military is fully aware of drug intelligence they can be of assistance nationwide. The Coast Guard is chairing an interagency committee of the Department of Defense requests for military assistance to the drug enforcement effort. DEA foresees continued equipment and operations in the Caribbean, for vessel tracking, for surface fleet training, and for marijuana eradication.

With respect to operational support, computerized Enforcement Management Information Systems (EMIS) is operational in 1984. EMIS will provide the capability to DEA operations management to determine law enforcement status, and associated investigative costs. Such information will be merged with the G-DEP System and policy decision making. Additionally, the manpower utilization system will provide managers with information expended. A confidential source system will provide data on the number of informants, their utilization.

Program measures include the following:

<u>Item</u>	<u>1982</u>	<u>1983</u>
<b>Investigative Work Hours by Class of Case</b>		
Class I.....	1,229,628	1,265,000
Class II.....	222,045	228,000
Class III.....	406,329	417,000
Class IV.....	39,669	40,000
Totals.....	1,897,671	1,950,000
<b>DEA Initiated Arrests by Class of Case</b>		
Class I.....	3,456	3,666
Class II.....	1,332	1,099
Class III.....	2,060	2,266
Class IV.....	569	799
Totals.....	7,417	7,830
<b>Federal Referral Arrests.....</b>	1,007	1,200
<b>DEA Cooperative Arrests.....</b>	1,213	1,455
<b>Total Domestic Enforcement Program Arrests.....</b>	9,637	10,485
<b>Assets Seized (\$ in Millions).....</b>	191	211
<b>SDO Arrests.....</b>	597	700
<b>Clandestine Laboratory Seizures.....</b>	193	193
<b>DEA/OCDE arrests.....</b>	...	500
<b>Assets seized (\$ millions).....</b>	...	2
<b>Convictions.....</b>	...	11

Long-Range Goal: To disrupt the intricate distribution networks set up by traffickers throughout the nation.

Major Objectives:

To target, investigate, and prosecute individuals who organize, direct, finance or are otherwise engaged in trafficking enterprises, including large-scale money laundering organizations.

To prosecute a coordinated drug enforcement effort in each Task force area and to encourage maximum cooperation among agencies.

To work fully and effectively with State and local drug enforcement agencies.

To make full use of financial investigative techniques, including tax law enforcement and forfeiture action to convict high-level traffickers and to enable the government to seize assets and profits derived from high-level trafficking.

Base Program Description: The OCDE Task Forces develop investigations against the highest echelons of drug trafficking, Class I and II cases. These cases, when combined with the ongoing investigations, will result in approximately 11 cases in 1985.

The types of targets pursued will vary depending on the area; however, there will be considerable emphasis on organizations where a sizeable number of individuals are involved in the trafficking or there are large profits gained.

These traffickers include:

- Traditional organized crime figures, to the extent that such matters are not being worked already by the district attorney, in coordination with the Strike Force office with responsibility for the district;
- Major outlaw motorcycle gangs (e.g., Hells Angels, Pagans, Outlaws, or Bandidos);
- Other organized criminal groups (major street gangs, prison gangs, and similar groups);
- An organization that is importing and/or distributing large amounts of controlled substances, or is
- Physicians or pharmacists illegally dispensing substantial quantities of prescription drugs.

Several types of investigations will be employed in pursuit of these targets. Conventional and well-proven techniques, including informant development, undercover infiltration, and purchases of information and drug evidence will continue to be used in the development of both substantive and major conspiracy investigations. Substantive cases usually provide a strong basis for the development of major conspiracy cases, which, among other things, reinforces the credibility of testimony of government witnesses. Substantive cases are developed through which proper conspiracy cases are developed.

Conspiratorial investigations depend to a great degree on interoffice and interagency cooperation, because of the complexity of these investigations and because of their direction toward financiers and traffickers not directly involved in the trafficking. OCDETFs will be able to expeditiously pursue conspiratorial investigations because of the coordinative/cooperative OCDE concept.

This structure will also enhance the development of financial investigations involving international money laundering. These investigations, by nature, involve close cooperation between DEA, the U.S. Customs Service, the Internal Revenue Service, and other agencies, and cases are almost generally at important isolated violators, who direct, control, and profit from the trafficking. Assets emanating from investments of these profits are vulnerable to forfeiture. This innovative investigative technique is seen as an effective tool in reducing capital assets of the traffickers, thereby disrupting their organizations.

Accomplishments and Workload: In the period of a very few months the OCDETF moved from a conceptual stage to full operational status. The results of just a few months work clearly indicate a dedicated effort on the part of DEA and other agencies, attorneys, and support personnel. In the eight months of operation in 1983, 266 cases were developed with participation. With few exceptions, these cases were directed at the highest violators (Class I and II), in all major drug areas. Based on field reporting on the OCDETF program, DEA OCDETF cases resulted in 519 arrests, 117 convictions, 117 persons had been indicted, and 117 persons had been convicted. Further, DEA/OCDETF cases have resulted in almost \$20 million worth of assets seized, over 100 vehicles, ten vessels, four aircraft, and nearly forty real property seizures. At the same time, 117 persons had been indicted, and 117 persons had been convicted.

Program measures include the following:

Item	1982	1983
OCDE approved cases involving DEA.....	...	266
DEA/OCDE arrests.....	...	519
Assets seized (\$ millions).....	...	20
Convictions.....	...	117

The OCDE Task Force program was designed to establish a structured drug enforcement effort, which would be coordinated by the DEA and other agencies, attorneys, and support personnel.

The new OCDE will represent an increase of nearly 10 percent overall in OCDE personnel resources. As such, the number of OCDE cases initiated in 1985 to a projected level of 220; arrests will increase to 1,100 in Class 1 cases. Additional asset seizures will raise the projected 1985 asset seizure to \$6,600,000 in currency and goods giving a total value of \$38,600,000 in asset removals.

	1984 Appropriation Anticipated			1985 Base			1985 Estimate		
	Perm.	WY	Amount	Perm.	WY	Amount	Perm.	WY	Amount
	Pos.			Pos.			Pos.		
Foreign cooperative investigations.	376	348	\$31,994	376	350	\$33,478	365	350	\$35,000

Long Range Goal: Reduce the supply of drugs of foreign origin destined for the United States illicit market.

#### Major Objectives:

To encourage, advise, and assist host countries in the development and implementation of effective measures to reduce illicit cultivation, production and conversion; and interdict in-country staging areas and trafficking routes.

To encourage and assist host countries to establish and support effective drug enforcement and intelligence and intergovernmental enforcement cooperation and intelligence exchange.

To promote, advise and assist source countries in planning and implementation of effective programs for eradication of marijuana crops; and to encourage vigorous control of illicit cultivation.

To encourage development of essential chemicals programs to identify clandestine laboratory operations and remove essential chemicals destined for illicit use.

To identify and coordinate diplomatic efforts to eliminate diversion of controlled substances from international sources and foreign governments in the design of effective regulatory programs.

To support host country development of drug enforcement institutions through DEA training of foreign and enforcement personnel.

To promote the adoption of crop substitution and alternate income producing programs.

To initiate over 780 new cooperative investigations of international traffickers in conjunction with foreign law enforcement.

To increase efforts to collect money-flow documentation in support of joint prosecutive efforts.

To interface South American operational efforts with domestic DEA operations and ongoing U.S. Coast Guard and Customs operations directed toward drug interdiction at sea.

To achieve over 1,450 arrests of international traffickers, thereby immobilizing a significant number of major drug trafficking organizations.

To encourage foreign government officials to apprehend and extradite fugitives to appropriate prosecution jurisdictions.

To provide increased liaison with foreign-based U.S. military elements in order to promote effective international enforcement assistance.

To collect strategic intelligence on major drug trafficking routes and groups; opium poppy, cannabis and coca cultivation areas; laboratory locations; and drug trafficking staging areas.

To facilitate the rapid exchange of tactical and strategic intelligence between DEA's foreign and domestic offices and host countries which experience illegal drug consumption, production, or trafficking problems.

To explore with foreign governments ways to monitor and impact the substantial cash flow generated by illicit drug production; in addition, to encourage foreign enforcement officials to seize other drug-related assets, where appropriate to further immobilize trafficking organizations by removing drug trafficking profits.

To include drug control-related clauses in relevant international agreements.

To encourage the international banking community to include drug considerations in their lending and operational policies.

To participate in international drug control and enforcement organizations to gain greater cooperation among countries where drugs are produced, transited, and/or consumed.

Base Program Description: The purpose and principal thrust of this program is to both motivate and assist foreign and companion victim countries in the development of drug law enforcement and ancillary programs to reduce the supply of drugs, processed, and prepared for ultimate delivery to the United States. The primary strategy is to interdict the dangerous drugs as close to the foreign source as possible, with the aim of disrupting the international flow of drugs.



data on all phases of narcotic raw material production; smuggling routes and methods; trafficking and matters of collateral interest, such as terrorist or financial matters relating to narcotics activities disseminated through DEA channels--provides foreign, domestic and Headquarters line and management information which can be used for investigative as well as planning purposes.

The diversion of legitimately-produced controlled substances from international channels has become affecting the United States. DEA has responded to the problem by establishing international diversion City. Through this program, foreign countries whose drug control measures appear inadequate to assure diversion of legally-produced substances.

### Accomplishments and Workload:

#### Heroin

- DEA intelligence probes in Pakistan, Turkey, France, and Italy have pinpointed illicit opiate control identified the laboratory owner/operators. In some cases these probes have resulted in seizures of defendants.
- DEA assisted investigations have identified a number of organizations transporting Southwest Asia and North America. In several instances, arrests and seizures have been made which have serious organizations.
- Efforts to improve and expand liaison with Eastern European (Bloc) countries continue.
- Host government law enforcement authorities are cooperating in investigative and intelligence sharing interdiction and controlled convoy investigations not previously thought possible.
- The targetting of major international trafficking groups for concentrated financial investigation success.
- The Government of Pakistan has undertaken actions in the Tribal Areas of the North West Frontier heroin conversion laboratories in that area.
- DEA assisted the Pakistan Narcotics Control Board in establishing central and regional intelligence investigative assistance for domestic and international investigations.
- DEA continues to work closely with the Pakistan Narcotics Control Board to establish multi-agency an integrated and comprehensive approach to drug enforcement in Pakistan.
- The Government of Burma is seeking United States assistance in establishing an opium eradication Mexico.
- In Southwest Asia, Turkey poses a considerable drug threat to the United States. Enforcement operations immobilize the Turkish smuggling groups which are directly responsible for importing heroin to the Coast of the United States and the Gulf of Mexico.
- As a result of vigorous law enforcement in South Eastern Turkey by the Turkish National Police and coupled with the enforcement efforts of the Yugoslavian, Austrian, German, and Italian police, there beginning to turn to the sea lanes as an alternate method of moving their drugs.
- In Southeast Asia, DEA is working closely with the Government of Thailand to control the illicit traffic in opium and heroin from Burma to Northwest Thailand.
- The Government of Thailand is being encouraged to start an effective control program to identify system to smuggle heroin to the U.S.
- Enforcement programs in Mexico have been established to identify the primary opiate refinery operations groups which are transiting narcotics across the land border between Mexico and the United States on the authorities to reinforce their commitment to opium eradication.
- In a significant development regarding narcotics law enforcement in the Eastern Mediterranean area and enforcement cooperation with National Enforcement Authorities in Beirut, Lebanon, a for both heroin and hashish, has been, for all intents and purposes, without narcotic enforcement 1975.
- DEA continues to act as the focal point for cooperation between various foreign police agencies, sources of drug supply in Europe, Southwest Asia, and Southeast Asia.

#### Cocaine

- Peru's enactment of legislation making all coca cultivation, above licit market requirements still illicit coca production and in the next 5-10 years the overall impact on the world cocaine supply.
- DEA has developed a preliminary strategy of precursor control in the U.S. of chemicals utilized operations. As a result of DEA's efforts in Colombia, the Government of Colombia recently initiated importation of ether into Colombia. Ether is a major component utilized in the clandestine these regulations prove effective, it is expected that the Colombian traffickers' ability to manufacture will diminish forcing traffickers to smuggle cocaine base into the U.S. and other areas for DEA domestic offices to more easily locate cocaine HCL laboratories and, in general, to disrupt.
- Recent policy changes in some source (Colombia) and transit countries (Panama and Venezuela) are in the U.S. with operational opportunities to conduct more fully coordinated cases involving large Peruvian by source and transit countries, allowing clandestinely smuggled drugs to leave foreign distributors, targetted in DEA undercover probes, has become an invaluable asset in DEA operations place as a result of outstanding DEA liaison programs with foreign counterparts in the enforcement.
- DEA has developed a preliminary organized crime program which targets traditional organized crime major Colombian trafficking groups. Linkage among all three of these elements has been established.
- DEA supported, via manpower and funding has an investigation against the former Bolivian Minister imminent. DEA will continue to emphasize funding of cases against foreign political and quasi-political

In addition, high-level diplomatic missions have been initiated to encourage countries to adopt effective officials included discussion on German drug traffickers who are storing shipments of diverted methuquin. German laws have become more stringent.

- Joint DEA/German enforcement efforts and enactment of legislative controls, an action implemented with impact on the availability of legitimately produced methuquin and other psychotropic substances. The advent of revised drug control laws and continued enforcement/interdiction efforts, Germany has been, has been eliminated as the major source/transit country for methuquin and legally-produced substances.

### Cannabis

- Honduran law enforcement officials are coordinating closely with DEA in the development of information Caribbean.
- DEA agents in the Guatemala Country Office are initiating a program of identification of suspect vessels facilities in Belize to transit drugs to the United States.
- The overall effectiveness of drug control programs in Nicaragua and El Salvador have been restricted by instability of the area.
- Considerable dialogue between the United States and Colombian Governments has occurred in regard to a herbicide program.
- DEA was responsible for researching and developing future strategies for marijuana eradication in foreign countries significant source potential for the United States.
- DEA offices in Indonesia and the Philippines are supporting eradication efforts by host governments to destroy marijuana.
- The DEA office in Guatemala, which has liaison responsibility with Belize, Honduras, successfully encouraged allow the Government of Mexico to eradicate marijuana fields in Belize. Most of that marijuana was destined Mexico has traditionally been a producer of commercial grade marijuana, but eradication efforts in non-traditional resulted in the seizure of sophisticated farms producing the sinsemilla variety of marijuana, which contains of tetrahydrocannabinol (THC).

In addition, concentrated cooperative efforts involving multi United States agencies and Caribbean governments interdiction and increased enforcement efforts. Operations TRAMPA and BAT which commenced in February 1982 and are still ongoing, utilize the techniques developed over the years to maximize effectiveness and to enforce Caribbean.

Program measures include the following:

<u>Item</u>	<u>1982</u>	<u>1983</u>
Foreign Cooperative Cases Initiated.....	655	750
Foreign Cooperative Arrests.....	1,044	1,300
Intelligence Reports Prepared.....	104	105
Special Field Intelligence Program Operations (SFIP).....	19	30
Foreign Police Officials Trained.....	1,244	1,240

### Program Changes:

A net funding increase of \$2,155,000 is requested to provide necessary funding to significantly expand enforcement activities in foreign and Caribbean areas.

These additional resources will allow for 10 additional foreign and 5 additional Caribbean Special Enforcement establishment of 23 Special Field Intelligence programs. In addition the 1985 request reflects an additional with staff increases approved by the President in 1984.

It is projected that implementation of the proposed additional SFO's in the Caribbean, as well as other worldwide following quantitative accomplishments:

- Increase cooperative arrests by 105.
- Increase heroin seizures by 500 pounds.
- Increase marijuana seizures by 300,000 pounds.
- Increase cocaine seizures by 1,100 pounds.
- Increase significantly actionable intelligence.

The level of personnel support proposed for this program in 1985 is sufficient to meet DEA's on-going response in terms of workyear effort, the amount being requested (350 workyears) in 1985 represents a 20% increase over 1983. The position reduction more accurately reflects the amounts that are properly related to the 350 work

	1984 Appropriation			1985 Base			Ye Po
	Anticipated						
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	
Diversion control.....	366	324	\$17,062	366	324	\$18,044	

**Long-Range Goal:** Reduce to the maximum extent possible the diversion of legitimately produced at all levels of distribution, and to provide leadership and support to ensure state and local establish and maintain programs and policy to control diversion.

#### Major Objectives:

Identify and investigate Geo/Drug Enforcement Program (G-DEP I and II) registrant violators, in specific areas, and participate in joint investigations with other agencies concerning drug div

Identify and coordinate diplomatic and operational efforts to eliminate diversion of controlled

Provide training and assistance to the States in violator targeting, investigative techniques, problem areas.

Conduct preregistrant investigations of applicants for DEA registration, conduct unannounced r voluntary compliance within the regulated industry.

Monitor and process import/export transactions and prepare United Nations reports as required

Identify substances which are being abused, provide for their listing in the appropriate CSA s warranted.

Process DEA registration applications and issue order forms for Schedule I and II substances.

Provide analyzed data to the states on major violator targets under the "Infant Formula Act."

**Base Program Description:** This program is responsible for preventing and attacking the divers channels into the illicit market. This problem is addressed by both Federal and State Governm diverters (G-DEP I and II) and those handlers of substantial quantities of controlled substance monitoring and enforcing compliance of the vast majority of these registrants; however, major standards and those involved in multi-state operations require Federal attention. Other group problem include the pharmaceutical industry and the medical professions. DEA supports and for these groups through active liaison education. It should also be noted that the role of the f which are regulated by Federal statute or international treaties. The potential for others to issuance of import/export permits, scheduling of drugs, establishment of quotas, etc., is contin

There are 680,000 registrants (manufacturers, distributors, and practitioners). This program the manufacture of controlled substances does not exceed that amount required for medicinal us these substances to prevent their diversion into illicit channels.

A dual approach--prevention and detection--is taken by DEA to reduce drug diversion. Most of mandated by law. DEA conducts investigations on all applicants for DEA registration. This is potential diverter. Compliance investigations destroy or reduce the destruction of untested substances. Accomplished in a timely fashion, this greatly reduces the possibility of these d addressing the prevention effort is the Voluntary Compliance program which supports and fosters the regulated industry and professions. Other preventive measures include the scheduling of s quotas which effectively ensure necessary controls over and limit the production of dangerous handlers of controlled substances that annually register with DEA. Registration certificates I and II substances are issued as appropriate.

Prevention activities associated with international diversion include foreign regulatory progr diplomatic initiatives with source or transit country foreign governments and the United Nations well as the maintenance of DEA's system of control for imports and exports of controlled subst Psychotropic Conventions, DEA provides quarterly and annual reports to the United Nations conc activities. As the United States is a party to these conventions, DEA must respond to U.N. Re preparing background papers for the U.S. Government's position on substances under considerat

Detection of drug diversion often goes hand-in-hand with prevention. An excellent illustration which consists of regularly scheduled checks (generally every three years) on non-practitioner breaches, inventory discrepancies, etc. In addition to detecting violations of this nature, t deterrent because every registered manufacturer or distributor knows that at some point in tim violations could result in administrative, civil or criminal action. DEA has recently reviewed investigations are based resulting in more workyears being devoted to potentially violative fi diversion history or which do not handle the core areas drugs of abuse.

(DAMN), which provides hospital emergency room and medical examiner data on drug abuse episodes, as well as other sources. Through this process certain violators will surface as clearly justifying Federal investigative effort. Preliminary investigations (generally less than 80 hours) are conducted to corroborate this. If a violation is indicated, the profile and all other available information are referred as an integrated package to the appropriate primary responsibility for practitioner diversion lies. Only those practitioner diverters on the conceptual level, activities appear to be either a conspiratorial or violative nature as to warrant immediate and appropriate Federal to DEA compliance investigators for action. The vast majority of actions against practitioner registrants come at the state level. Most states routinely request AWCOS profiles to assist them in conducting registrant investigations.

**Accomplishments and Workload:** It is estimated that 12,000 practitioners are involved in violative acts. The Targeted Registrant Investigations program (TRIP) has shown that many practitioners are operating at G-DEP 1 and violators are at the apex of a pyramid of criminal activity and clearly warrant Federal action.

A total of 91 TRIP investigations were initiated in fiscal year 1983. A further 190 non-TRIP criminal cases with a total of 281 cases. Many TRIP investigations require enhanced investigative techniques in order to indict and prosecute "clinics." The clinics hire physicians who are instructed by violative financiers to prepare a constant stream of prescriptions. The prescriptions resulted in millions of controlled substance dosage units being diverted into the example of diversion activity backed by organized financiers are the "stress clinics." These clinics are prescribers and other related drugs. Asset removals have been explored in virtually all of these cases. Asset removals, penalties increased from \$2.5 million in 1982 to \$3.2 million in 1983.

In 1983, 652 cyclic investigations were performed, which resulted in 165 letters of admonition, 38 administrative denials/revocation, and 38 civil prosecution. Additionally, 1,253 preregistration investigations were performed. Qualified individuals would be permitted to acquire controlled substances.

As a result of DEA efforts initiated through the International Diversion program, over 57,000 kilograms of methu- 1981, 11,000 kilograms in 1982 and less than 3,000 kilograms of foreign-source methaqualone were seized in 1983. foreign-source methaqualone in 1982 and 1983 demonstrates the effectiveness of the International Diversion program. Investigations continue on other psychotropic substances, such as amphetamine, methamphetamine, secobarbital, being diverted from international channels into the illicit U. S. market.

The Voluntary Compliance program interfaces with trade and professional associations, licensing boards, and professional major emphasis on self-regulation and self-policing. In 1983, DEA participated in over 32 national meetings and meetings using the DEA national exhibit and 49 portable exhibits. DEA relies heavily on voluntary compliance registrants, since the majority will take effective action to prevent diversion if they are advised of problems.

The DEA has successfully implemented a new regulation governing the importation of narcotic raw materials. The number of countries from which narcotic raw materials may be exported to the United States and the quantities from these countries. The regulation was necessitated by international treaty obligations and represents a significant balance between supply and legitimate demand on the world market.

DEA's intensive investigative activity against selected drugs of abuse has been productive. DEA has accumulated for reduced quotas relating to the production of methaqualone. In 1982, 36 percent less methaqualone was produced in 1981. This, combined with the curtailment of international diversion has resulted in 67 percent decrease in injuries and deaths, as reported by the Drug Abuse Warning Network. A further 23 percent methaqualone quota over 1982 quotas.

<u>Item</u>	<u>1982</u>	<u>1983</u>
Cyclic Investigations Conducted.....	736	652
Complaint Investigations Conducted.....	320 1/	281
Pre-Registrant Investigations Conducted.....	1,063	1,253
Import/Export Documents Processed.....	1,724	1,910
Foreign Regulatory Programs.....	3	3
AWCOS Profiles Prepared.....	325	163 2/
Scheduling Actions Completed.....	15	...
Quotas Established.....	600	...
Registration Applications Processed.....	637,000	708,673
Order Forms Books Issued.....	315,000	321,320

1/ (128 TRIP, 192 Other)

2/ Handled all request received.

3/ Requires overtime "to do 100% - can do only 94% without O/T."

Program Increase:

Further, the diversion analyst positions are required to provide responses to requests for the ARCOS). These additional personnel are required to provide drug distribution profiles for the (TRIP) and state enforcement agencies. It is estimated that if DEA's practitioner investigation implemented, the demand for 1985 data may reach 2,500 profiles. Present available manpower can requests expected at the 1985 base level.

The inclusion of reductions (23 positions and \$1,344,000) within this program represents part of meet higher priority enforcement responsibilities. During 1984, an urgent concern and focus of ADP technology etc.), a range of operational services in direct support of the agent workforce, occurring in tandem with a gradual shift in priorities to meet the longer-range threat of internal reduction to the Diversion Control program in 1985 will not affect current on-board staffing and the base program at its on-going level. In fact, the 1985 request provides for a five (5) work

	1984 Appropriation Anticipated			1985 Base			Per Pos
	Per Pos.		Amount	Per Pos.		Amount	
	WY			WY			
State and local training.....	27	24	\$1,881	27	24	\$1,989	

Long Range Goal: Expand significantly and economically the personnel resources available national control of drug abuse and trafficking. The training programs are consistent with 21 U.S.C. 872 Control Act of 1970, 21 U.S.C. 801-966) and Executive Order 11641 of 1972, as amended by the Pre 1973.

#### Major Objectives:

Provide training in basic, advanced, and specialized drug law investigative techniques and methods other Federal officers and chemists.

Provide training in management and supervision of drug investigative units for State, local, and

Provide information, publications, films, and other materials and displays on controlled substances public, community leaders, criminal justice agencies and associations, CSA registrants, and education

Respond to consumer inquiries and complaints.

Base Program Description: The purpose of the State and Local Training program is to expand DEA's efforts by increasing the cooperation between law enforcement agencies at all levels of government in national priorities and strategies to all levels of drug law enforcement effort; develop resource requirements to provide increased skills to Federal, State, and local police agencies and available resources where appropriate to gain the benefits from greater expertise and prevent drug

DEA has primary responsibility for developing a national drug abuse control strategy. The enforcement prevention program must be adequately communicated to State, local, military, and other federal have full impact.

National manpower being brought to bear against the illicit drug traffic is increased and made and other Federal law enforcement agencies can be sufficiently trained or brought up to date in and suppression. This approach also frees Federal resources for concentration on high level national organizations.

Changing strategies, like the increasing emphasis on the financial aspects of drug enforcement, increase in specialized training programs so that new techniques can continue to be conveyed to effective means of controlling the drug abuse problem.

With the exception of the Forensic Chemist Seminars, those State and local training programs previously now conducted at the Federal Law Enforcement Training Center (FLETC), Glynnco, Georgia. These programs United States provide a variety of basic, advanced, specialized, management, leadership, and methods. Forensic Chemist Seminars remain in Washington, D.C., because there is no laboratory at FLETC). are reached through publications, displays, and conferences concerning the awareness and prevention

DEA had experienced a decline in enrollment in the program conducted by the National Training Institute of lodging and meals in the Washington, D.C., area, coupled with the reduced LEAA funding for relocation to FLETC has enabled law enforcement agencies to provide the necessary funding for the training programs.

Accomplishments and Workload: DEA is constantly shifting emphasis in training programs based on of narcotics and dangerous drugs. There is a continuing demand for advanced and specialized skill investigations, asset removal, clandestine laboratory investigations, and diversion control.

The American Counsel on Education awards 17 semester hours of undergraduate credit to participants who successfully complete the Drug Enforcement Officers' Academy and four semester hours of undergraduate credit for the two-week Basic Drug Enforcement Officer course.

Program measures include the following:

Item	1982	1983
State and local Officials Trained:		
Training Programs Conducted in Glymco.....	450	573
Training Programs Conducted by Divisions.....	3,123	5,743
FBI Special Agents Trained:		
Narcotics Specialization Training (Glymco).....	287	250
Narcotics Orientation Training (Quantico).....	6,954	850

#### Program Decreases:

A reduction of 2 positions and \$103,000 is proposed. DEA, in 1983, reorganized and in providing for the on-going and direct support, it was necessary to reduce planned staffing in other areas, including the state and local current on-board level. This provided for continuation of the on-going programs. Recognizing the allocation resources to DEA in 1984 and for new initiatives as proposed in this 1985 budget, DEA will continue the base level.

	1984 Appropriation Anticipated			1985 Base			1985 Estimate		
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount
State and local laboratory services.....	23	23	\$1,398	23	23	\$1,483	23	23	\$1,483

Long Range Goal: Provide support to State and local law enforcement agencies through supplemental laboratory services, meeting applicable State Speedy Trial Act provisions and through provision of technical assistance to aid and assist local agencies in achieving forensic analytical self-sufficiency.

#### Major Objectives:

- Assist State and local laboratories to achieve self-sufficiency through the following:
  - Publication of technical information and participation in national and local forensic science meetings.
  - Provision of training in forensic drug analytical techniques.
  - Support to programs that assist in enhancing State and local laboratory capabilities (participation in American Laboratory Directors, American Academy of Forensic Sciences and regional professional associations).

Provide quantitative and qualitative analysis of drug evidence for those agencies that do not have laboratory facilities and complex exhibits requiring highly-specialized examinations for those agencies that do not have the necessary resources.

Provide expert testimony in courts relative to analytical findings for prosecutive purposes.

Provide analytical drug reference standards where there is no commercial source.

Conduct ballistics examinations of tablets and capsules to identify common origins of clandestinely-produced and illicitly-manufactured dosage units diverted to the illicit market.

Base Program Description: The State and local Laboratory Services program is responsible for: providing to State and local laboratories technical assistance which is beyond the expertise of the forensic laboratory servicing the agency; and helping State and local laboratories achieve self-sufficiency in the analysis of drug evidence for criminal investigations and prosecutions.

This program includes seeking means to upgrade the analytical capabilities of State and local laboratories. The program cannot provide laboratory services or need technical assistance in the development of prosecutive presentation of evidence, defense expert witnesses, DEA offers assistance. The major component is the analysis of drug evidence for drug enforcement and municipal law enforcement agencies, assuring that cases developed will not be dismissed for want of competent testimony. This program in conjunction with other assistance programs will help focus State and local law enforcement attention on the drug problem.

DEA assists other agencies to achieve forensic analytical self-sufficiency by conducting training in drug analysis and distributing the scientific newsletter Microgram, providing intelligence and technical information to the

other evidence analyzed within the State and local program is of an unusual or difficult nature and is analyzed by system as an aid to State and local forensic laboratories less capable of performing such analyses.

ments and Workload: In support of other agency drug investigations during 1983, DEA laboratories analyzed 8,253 exhibits testified in 181 trials, conducted 192 ballistics examinations, published 12 issues of MICROGRAM, and conducted 4 State seminars to train over 60 chemists. Additionally, DEA actively participates in regional, national, and international organizations by holding officer positions, participating on committees, and presenting scientific papers.

of this program in assisting self-sufficiency of State and local agencies can be partially measured in the reduction of analyses from almost 16,000 in 1975 and 1976 to just over 9,500 in 1979 and 1980. In 1981 there were 8,589 and in 1982 8,253. In view of current DEA policy concerning the acceptance of State and local drug evidence, the workload should continue at this level for 1984 and 1985. Approximately 80 percent of the workload is generated by the MPDC, which does not have its own laboratory and relies totally on DEA. The remaining 20 percent is submitted by the 50 State and local law enforcement agencies.

measures include the following:

Item	1982	1983	1984	Est
Abuse Analyses.....	8,431	8,253	7,000	
Ballistics Examinations.....	189	192	200	
Microgram.....	12	12	12	
Conducted (Seminars).....	4	4	4	
Appearances.....	343	181	300	
Backlog.....	61	220	1,220	

Item	1984 Appropriation Anticipated			1985 Base			1985 Estimate			Increase Perm. Pos.
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	
State and local task forces...	122	119	\$12,712	122	119	\$13,329	122	119	\$13,329	...

Goal: To complement the Federal drug enforcement effort by increasing the effectiveness of Federal/State and local law enforcement activities aimed towards reduction of all levels of illicit drug trafficking and associated violent crime.

#### Objectives:

1. Reduce the illicit drug traffic in specified geographic areas by immobilizing targeted violators, trafficking organizations, and associated violent crime.

2. Increase the effectiveness of participating agencies by providing extended on-the-job training to assigned officers and exposing them to the benefits of selective targeting.

3. Enhance operational interaction among all agencies participating in the task forces.

4. Encourage participating agencies to establish investigative priorities which emphasize those drugs posing the greatest danger to the community with local needs and problems.

5. Increase the effectiveness of drug law enforcement agencies in the local areas which are not participating in the task force, through technical assistance, intelligence information and other support.

6. Provide for the development and maximum use of intelligence information through enhanced coordination.

7. Increase the participation of experienced State and local officials in the national drug enforcement effort and thus maximize the resources devoted to the drug problem.

Program Description: The DEA/State and local Task Force program unites DEA agents and State and local police officers in selected geographic areas to provide: increased emphasis on drug enforcement, inter-departmental and inter-agency investigative cooperation, continuous intelligence exchange, and mitigation of violent crime. As a result of the expanded coordination of drug enforcement efforts, FBI resources will be available to State and local task forces to fulfill special enforcement requirements.

State and local drug enforcement is an essential element of the national drug strategy for the following reasons:

1. State and local police, due to their large aggregate numbers, can add significantly to the absolute number of personnel involved in an integrated effort against illicit drug traffic and violent crime.

2. State and local police are widely dispersed throughout the nation and therefore can provide full geographic drug enforcement coverage and local enforcement efforts can disrupt the retail illicit drug market, maintain pressure on drug dealers, and increase their illicit drug operations; thereby discouraging experimental drug users from progressing to chronic abuse.

3. State/local drug enforcement and Federal enforcement programs both develop investigatory leads, informants, and intelligence of mutual benefit; thus strengthening the drug enforcement efforts of both programs.

State and Local Task Force program has proven itself an effective complement to the Federal drug enforcement efforts. The State and local drug enforcement activities aimed toward disruption of all levels of illicit drug trafficking, comprehensive national and international drug effort by Federal elements and their State, local, and foreign counterparts. The program plays a critical role by attacking the mid-level violator, the link between the supplier and consumer. By attacking this link, the cycle of drug production and consumption--supply and demand--would be significantly impacted. The program provides DEA access to the lower levels of the trafficking spectrum, where investigations of new or unknown cases are generally initiated, without a major investment of Federal resources.

**Results and Workload:** The Task force program has significantly contributed to the attainment of DEA's mission to disrupt drug trafficking organizations. By several standards the program has met or exceeded the original expectations. The Task Force program accomplishments are delineated as follows:

- Over 12,500 drug violators in the past 5 years (1979-1983).
- Over 450,000 State and local police officer investigative workhours per year to Federal narcotics enforcement efforts (1979-1983).
- Over \$100 million of forfeited millions of dollars of drug related assets in task force cases.
- Over 97 percent overall conviction rate that catches DEA-initiated investigations (97-98%).
- Over 32 percent of the total DEA heroin arrests in 1982-1983.
- Over 44 percent of 1982-1983 task force arrests, which were in DEA's top drug priorities of heroin and dangerous drugs.
- Over approximately 20 percent of the agency's 1982-1983 total arrests, with only 100 DEA special agents assigned to the program (6 percent total foreign and domestic special agent strength).
- Over an average arrest cost (PI/PI and operating funds) in recent years of \$5,000 for task force cases, compared to \$10,000 for other cases.

In addition to the statistical achievements, a DEA study team in 1982 found that in the task force cities visited there was almost total cooperation between the Task Force program, State and local police department, prosecutors, and DEA field management were extremely responsive to the program and also the record of the task forces. Communication and cooperation with local police departments and working well in most task force cities. While difficult to measure, most task force participants believe that the program and intelligence has been significantly enhanced. This exchange of information has allowed task forces to make more effective investigations. A key factor to increasing our mission effectiveness appears to be the strengthened working relationships with enforcement counterparts. These bonds appear to yield lasting benefits for the overall drug enforcement program.

Task force accomplishments include the following:

Item	1982	1981	1980
Investigations Initiated.....	2,440*	1,750	1,750
Investigative Workhours by Class of Case	2,554	2,650	2,650
Heroin Cases.....	96,492	100,000	100,000
Other Drug Cases.....	26,711	26,000	26,000
Violations.....	70,041	66,500	66,500
Arrests.....	7,516	7,500	7,500
Asset Seizures (\$ in thousands).....	200,760	200,000	200,000
Conviction Rate (Federal Courts).....	27,440	15,000	17,000
Conviction Rate (State Courts).....	99%	97%	97%
Conviction Rate (State Courts).....	97%	98%	98%

Investigations of the Florida Task force Group

	1984 Appropriation Anticipated			1985 Base			1985 Estimate			Increase
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	
Investigations.....	327	285	\$16,182	327	285	\$17,117	334	315	\$16,858	100%

**Goals:** To develop and maintain a national and international drug intelligence system that provides a wide range of products and services required by DEA and other Federal, State, and local agencies for use in planning, and enforcement operations, to promote the most effective utilization of resources against national and international narcotics trafficking systems.

Under the National Narcotics Intelligence System Plan No. 2 of 1973 requires that DEA develop and maintain a National Narcotics Intelligence System in cooperation with Federal, State, local, and foreign officials. Legal authorization for this program is contained in Reorganization Plan No. 1 of 1973, Attorney General's Order 520-73, and the Controlled Substances Act. Section 503 (a)(4) of the Controlled Substances Act requires the Attorney General to "maintain in the Department of Justice a unit which will accept, catalog, file, and disseminate information and statistics, and make such information available for Federal, State, and local law enforcement purposes."

**Activities:**

Law enforcement activities by providing tactical and operational products and services which identify and analyze drug trafficking organizations and their organizations.

Intelligence information with enforcement counterparts and cooperating agencies worldwide in order to provide optimal law enforcement operations.



Intelligence support to Federal, State and local law enforcement organizations through the use of Interagency Resources at the Intelligence Center (EPIC).

and support for Special Field Intelligence programs (SFIPs) which are used to identify and fill critical information gaps in key areas.

analyze, and disseminate strategic intelligence to provide DEA management at all levels with the information needed to operate effectively and appropriately.

**Description:** The Intelligence program supports DEA Headquarters and field elements (including Federal, State, local and tribal law enforcement agencies) in a wide variety of efforts to suppress national and international narcotics trafficking through systematic analysis, production and dissemination of tactical, operational and strategic domestic and international intelligence.

**Major program components include:** TACTICAL AND OPERATIONAL INTELLIGENCE: Manual and automated investigative research and production supporting a wide variety of DEA investigative efforts directed against the highest levels of traffickers both nationally and internationally, with the goal of immobilization of operations and confiscation of assets and resources. STRATEGIC INTELLIGENCE: Long-range collection, analysis and production of intelligence designed to provide DEA and U.S. Government with insight into a variety of drug-related topics and issue areas normally encountered at the national, international or regional levels. EL PASO INTELLIGENCE CENTER: A Federal Interagency effort (administered by DEA) designed to promote and facilitate investigative and interdiction support and intelligence production and exchange, with formal participation by 48 State and local law enforcement agencies. OFF-SITE INTELLIGENCE: Direct, on-site investigative research and intelligence production by DEA field elements across the United States in furtherance of a wide variety of enforcement, intelligence, liaison and information exchange efforts between Federal, State, and local law enforcement agencies; Special Field Intelligence Program (SFIP): An intelligence collection program designed to fill critical operational and strategic intelligence gaps in support of various DEA programs in the U.S. and abroad.

**Products and Workload:** Demonstrating the full spectrum of support products and services which Intelligence program components provide are the following examples, accomplished during 1983:

**1. TACTICAL/OPERATIONAL INTELLIGENCE (TAC/OP)** support products and services, the Intelligence program:

• Provided support and field enforcement elements regarding the organizational structure of major cocaine trafficking groups operating in Colombia, resulting in the formation of a Special Enforcement Operation against these trafficking groups.  
• Served as the central point of coordination of an international investigation involving drug trafficking, arms shipments and Cuban military officials. Headquarters TAC/OP elements participated in and contributed to several contingency strategy sessions, prepared reports, provided analytical support and briefed several Congressional Committees. Fourteen individuals were indicted as a result of this investigation, including four Cuban government officials.  
• Played a lead role in developing, analyzing and distributing intelligence on drug trafficking operations by organized crime elements in Central America, Canada, Europe and South America. Intelligence program elements provided support to over ten drug-related investigations and acted as the central point of coordination of several related cases, which were not previously known to each other. Until TAC/OP elements demonstrated the linkages, based on file research, analysis of tolls, events, and operations, a coordinated effort of organized crime involvement in drug activities, a sophisticated operation trafficking in multi-million quantities to North and South America from Europe was identified. In September 1983, forty pounds of heroin was seized in Newark, New Jersey and defendants arrested as a result of these investigations. Additional undercover heroin purchases and arrests are anticipated in the future.

• Provided extensive support to a joint DEA/FBI investigation, with participation also by the Bureau of Alcohol, Tobacco and Firearms and State and local law enforcement elements from New Jersey, Pennsylvania and Maryland, targeted against the narcotics-trafficking activities of the Tampa Bay Cycle Gang. This intelligence has been utilized by numerous enforcement agencies in their investigations and prosecutions.

• Conducted the process to conduct an in-depth study of illicit international financial systems used to facilitate worldwide narcotics trafficking. This analytical effort is aimed at not only describing more accurately the magnitude of the international movement of narcotics-related assets, but also at determining the long-range economic ramifications of this trade.

• Provided analytical support to the investigation of a major South Florida marijuana smuggling organization which resulted in the arrest of 41 violators and the seizure of approximately \$1.8 million in assets.

• Provided support to a joint DEA/FBI investigation of a Colombian money launderer who transported an estimated \$35 to \$50 million in assets directly to Colombia and Panama for Colombian-based cocaine traffickers. Assets totaling \$620,000 were seized in the United States and \$500,000 is under seizure in a Canadian bank account.

• Provided analytical support to the foreign investigation of a Cuban American responsible for the smuggling of over \$147 million in assets to the Republic of Panama during an 8 month period. At the request of U.S. Customs, indices checks were conducted on banks and corporate entities associated with the principal of this investigation; 106 positive responses were returned to Customs. Agents and have worked closely with members of the Intelligence Community in the preparation of strategic assessments concerning the international flow of narcotic proceeds, the planning of programs designed to more fully comprehend techniques of money laundering, and day-to-day matters of mutual interest.

• Provided liaison with the overall Intelligence Community (IC), developed specific intelligence collection requirements for tactical and disseminated IC information to DEA field elements which resulted in successful enforcement actions.

• Provided support for work with DEA Forensic Sciences Section and FBI Laboratory representatives to identify common characteristics in the packaging techniques, which can be used to assist investigators in tracing shipments from South America. A computerized database was developed consisting of the packaging characteristics collected from 13 metric tons of seized cocaine in over 100 different shipments.

• During 1983 this effort demonstrated a relationship between over 30 trafficking groups.

• Provided personnel to monitor and analyze drug-related terrorist activities worldwide. Intelligence program elements have developed a data base from which DEA managers and other Federal officials are kept aware of the increasing instances of drug-related terrorist activities. Exchanges of this intelligence with Federal representatives who have functional responsibility for terrorist activities has increased significantly.

**2. EL PASO INTELLIGENCE CENTER (EPIC)** support products and services provided over the year, it should be noted that:

• Over 200,000 transactions last year. In addition, EPIC lookouts were instrumental in seizures during 1983 of 587 grams of heroin, 11 lbs. of cocaine, 2,221,387 lbs. of marijuana, 385,000 dosage units of methaqualone, 59 lbs. of hashish, 12 kilograms of hashish, 25 aircraft, 147 vessels and \$5,747,605 in currency.

cooperation facilitated by EPIC increased during 1983. The following Federal agencies have become EPIC participants: Coast Guard, U.S. Customs Service, BATF, FAA, U.S. Marshall Service, IRS and the FBI. FBI participation at EPIC during 1983, the use of the EPIC data base increased 76% over 1982. Other segments of the Federal Government, such as the State, the Intelligence Community, and especially the Department of Defense, work closely with EPIC. The number of signed cooperative agreements with EPIC now totals 48.

EPIC provided 24-hour-a-day intelligence support and coverage to several prominent enforcement activities over the past year, including the Caribbean-based interdiction operations TRAMPA, TIGRE, and SOHOCAR, as well as the Organized Crime Drug Control Act and the National Narcotic Border Interdiction System. Many seizures and arrests were made.

As a result of EPIC's contributions to numerous major investigations, the Coast Guard seized a vessel in June, 1983, carrying thousands of marijuana in compartments that had been welded shut.

During 1983, EPIC provided products and services which were provided over the past year, the following results were achieved:

Intelligence collection effort was initiated in 1983 with the primary task of collecting intelligence on the various heroin operations operating in the Khyber Agency, North-West Frontier Province of Pakistan. This operation has led to numerous seizures and closures, and has provided invaluable assistance to the government of Pakistan. Another intelligence collection effort was significant intelligence concerning narcotics production, trafficking, and abuse in Afghanistan, an area about which very little was known. This information has enabled DEA and the State Department to better estimate the impact of Southwest Asian heroin on the United States and to determine further enforcement needs.

Special Field Intelligence program (SFIP) operations and other intelligence-gathering efforts implemented through EPIC have provided significant strategic intelligence regarding illicit opium poppy and marijuana cultivation and production areas. This intelligence gained from these efforts enabled Mexican Government law enforcement elements to take preceptive action against illicit cultivation. In other instances, intelligence provided by these operations enabled Mexican Government law enforcement to arrest traffickers and make seizures of finished narcotics enroute to U.S. markets. These operations and others have enhanced U.S. Government support and provide encouragement to a vigorous Mexican Government anti-narcotics campaign. Other intelligence-gathering efforts implemented throughout Thailand and other portions of Southeast Asia have provided significant information on the Shan United Army (SUA), the principal criminal element behind the lucrative international opiate trades. In addition, recent intelligence-gathering activities have confirmed the resurgence and expansion of heroin activities in northeastern Thailand.

Intelligence publications and recurring reports provide a wide range of Federal, State and local government consumers with accurate coverage of the turbulent underworld of narcotics trafficking. The preeminent recurring reports, the EPIC DRUG INTELLIGENCE and the QUARTERLY INTELLIGENCE TRENDS, are global in outlook and approach, with incisive analysis of the most significant recent developments in the worldwide narcotics traffic. The intelligence program is also a major contributor to the annual Narcotics Intelligence Estimate (NIE), the national Narcotics Intelligence Community (NIC) publication of production, smuggling and trafficking trends and projections. During the past year significant enhancement has been made in refining the interagency coordination process, assuring shorter turn-around times for future editions. EPIC intelligence elements have also been involved in the preparation and production of numerous studies, analyses and reports, describing in considerable depth drug trafficking and abuse trends around the world. Some of these reports are internal orientation papers; others were included as extracts in testimony before Congressional Committees.

During 1983, as part of the Domestic Strategic Intelligence analysis, the following products and services were provided during the last year:

Identification of national trends towards increased abuse, availability and distribution of cocaine, KCP, and Mexican heroin, stability in the distribution and abuse of Southwest Asian source heroin was noted, along with decreases in the availability of methamphetamine, methamphetamine substitutes and pentazocine (T's and Blues). A comprehensive analysis of domestic production and distribution was completed, which documented and verified the increased significance of the U.S. grown and processed marijuana in the traffic.

Research projects were initiated, including a contract to estimate the heroin addict population, and a joint DEA/DOJ study of domestic narcotic consumption.

Services include the following:

Item	1982	1983	1984
Reports.....	750	750	750
Intelligence Programs.....	7	7	7
Support Activity.....	4,600	4,600	4,600
Responses.....	17,000	17,000	17,000
Intelligence Center Transactions.....	190,000	200,000	200,000

#### REQUIREMENTS:

EPIC currently has 23 positions (10 Intelligence Specialists, 3 Document Control Clerks, 8 Communications Equipment Operators and 10 Administrative Support Personnel). A total of \$718,000 is requested to enable the DEA intelligence program to answer the Administration's call for intelligence support to the National Intelligence Community and in particular for narcotics-related intelligence. At the present time, the National Intelligence Community is increasing its commitment to provide DEA with information relating to drug cultivation, production and distribution. While DEA is providing intelligence on narcotics-related terrorism, guns-for-drugs trafficking and illicit financing, the National Intelligence Community is providing intelligence on narcotics-related terrorism, guns-for-drugs trafficking and illicit financing. In order to realize the numerous benefits this enhanced partnership with the Intelligence Community holds for the DEA, certain resource levels are required. With the addition of 23 positions, the Federal Government would reap a wide range of operational and strategic benefits. First, the dedication of resources to assimilating and synthesizing incoming material with already available intelligence ensures that the available intelligence is disseminated to appropriate DEA managers for use in furtherance of DEA's operational and strategic missions. Much of the highly classified information which DEA now receives from the Intelligence Community is in a form which is not readily available or usable to many DEA elements. Second, as DEA develops this data, it is able to identify and establish intelligence collection requirements for the Intelligence Community, thus further enhancing the DEA's intelligence-gathering efforts through the use of already well-established and extensive capabilities. This intelligence is evaluated more thoroughly and in a more timely manner, DEA will be able to exploit, to the maximum extent, all available intelligence leads. Fourth, a dedicated resource commitment will allow for a more complete and active interchange of information between the many complex problems confronting the U.S. Government in narcotics-related affairs. Currently, capabilities

positions (13 Intelligence Specialists) and \$574,000 are requested to support the OCDETFs. These positions will be task force. The creation of the OCDETFs and the assignment of approximately 1,000 agents and prosecutors to them represent to combat drug trafficking and organized crime. The task forces are mandated to target the highest levels of fully utilize financial investigative techniques leading to seizure and forfeiture of illegally-derived assets, maximizing the capabilities and exchange possibilities that a multi-agency approach provides. Achievement of these depends on an effective intelligence mechanism. Without dedicated intelligence resources, the high quality intelligence by the OCDETFs is not going to be as fully exploited as it should.

Specialists will be used to organize OCDETF intelligence into a systematic data base from which data elements can be used to ensure that OCDETFs are achieving full benefit of other existing data systems, to identify inter-relationships with other trafficking groups, to collate information to support Title III requests and to organize the output of Title III information can utilize it in furthering investigations. The overall success level of the task forces is directly related to the quality of the intelligence.

The increases described above essentially offset certain reductions (29 positions and \$1,551,000) which are also being made in the program. The net effect of these overall changes is to underscore DEA's longer-range commitment to those intelligence activities which are of highest priority to the President. Specifically, the position and funding "offsets" will serve to support those strategic operations which hold the greatest promise for disrupting international drug trafficking. This is a more intense concentration of personnel and funding resources in support of the intelligence community and OCDETFs to ensure any erosion of its base-level efforts in other components of its intelligence program.

	1984 Appropriation			1985 Base			1985 Estimate			Inc Perm. Pos.
	Anticipated									
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	
ch and Engineering.....	17	16	\$2,226	17	16	\$2,134	17	16	\$2,134	

Goal: To support DEA's enforcement and intelligence programs by providing engineering development for technical research and engineering studies.

#### Objectives:

1. Increase the quantity of investigative evidence by providing quick-reaction (ad hoc) support to current field operations and in the areas of evidence type processing and short-term investigative equipment modification and development.

2. Develop or improve technology and procedures to increase efficiency of agency field operations by conducting applied scientific and engineering development.

3. Provide scientific and technological information, training, coordination and liaison services for DEA and other law enforcement agencies.

Program Description: The Research and Engineering program supports DEA's enforcement and intelligence efforts and consists of the following:

Technology Development: for new and improved technology to support agency field operations and long-range operational requirements. Applications are special protective equipment for special agents, vehicle tracking equipment and various types of equipment.

Reaction Support (QRS) for ongoing investigations in terms of short-term technical development and special engineering applications are for covert installations of surveillance equipment, technical investigative equipment modification and equipment enhancement.

Research and Engineering Design Studies are conducted for major system acquisitions and mission-oriented programs. Typical applications include communications configurations, Voice Privacy radio communications systems and Automatic Data Processing (ADP) systems.

Equipment and Workload: The following accomplishment narrative is subdivided in accordance with the three major thrusts of the research and engineering program: research and analytical studies, technology development, and technical services.

Research and Analyses. This work element attempts to improve the collection of scientific data by the Agency, and to provide technical support for the development, testing, and evaluation of agency plans, programs, and systems by conducting system analyses, operations research, prototype development and operations research. Further, other analytical methodologies and scientific and technical information are applied where appropriate. Liaison services are also provided.

A prototype of an earth orbiting satellite radio communication system was delivered in 1982. The system has been undergoing operational and system evaluation. Significant technical advances in the system have been made as a result of these evaluations and are being used operationally while the tests have been on-going.

A high gain antenna system for covert communications was designed, tested, and produced in-house, at a major cost saving to the Agency and has been released for operational use.

A microprocessor controlled switch development effort was initiated during 1983. Prototypes will be delivered for test and evaluation.

Technology Development included short-term support and consultation in the areas of drug abuse measures, human factors engineering, chemical engineering, bulk marijuana destruction, herbicide applications, and drug crop detection and location technology.

Research and Analyses included two efforts. First was a modernization of DEA intelligence processing operations including a computer system capable of greatly advancing the state of intelligence analysis of multiple data sources and an analysis of the PATIFINDER file system. Second was the establishment of a program to study the application of advanced microprocessor technology to law enforcement activities.

to a new satellite.

of a prototype optical character reader for money counting and/or pen register tapes will be initiated during 1984.

The text processor will be continued, as will activities in illicit drug crop detection and location.

Technology Development. Technology development involves the application of new and improved technology and procedures to the support of agency field operations by conducting applied scientific research and engineering development necessary to meet operational requirements. Eight major projects are underway. Each is discussed below:

Tracking. The purpose of the boat tracking project is to develop systems capable of providing early warning of vessels suspected of carrying contraband cargo which are approaching the U.S. mainland. The initial system which includes location and identification capability of providing vessel position location was operational in 1981. New transmitters were delivered during 1982. A follow-on system will become operational in 1983 including an aircraft direction finder capability.

Aircraft Navigation. The objective is to provide the optimum LORAN navigation system for use in marijuana eradication and surveillance missions. A trade-off analysis was conducted in 1982 with systems procurement and evaluation.

Transmitter. The objective of this effort is to develop a miniature, modular, multi-function VHF transmitter which is compatible with DEA tracking receivers. Engineering development units were completed during 1982 and a production contract was awarded in 1983. Delivery is scheduled early 1984.

Automatic Pen Register Processing. The manual processing of DEA pen register tools is inordinately expensive in manpower and time. The purpose of this project is to automate the data collection process. Contracts were awarded for the Automatic Pen Register Recording System (APRS) and Direct Automatic Phone-number Recording System (DAPRS). Prototype systems were completed in 1983.

Surveillance. This project consists of the design, development, test and evaluation, and field deployment of a video surveillance system. During 1982 a video surveillance kit which consisted of a miniature remotely controlled surveillance camera and a frequency data link was developed. Operational deployment of this system was completed in 1983. In addition, design and development of video systems in an attaché case and lamp were initiated. Operational deployment of these systems was completed in 1983.

Technology Positive Audio System. The objective of this project is to incorporate state-of-the-art technology into the development of an audio surveillance system. Preparation receivers were ordered in 1982 and award and delivery of transmitters was completed in 1983.

Beacon Monitor. The remote beacon monitor will automatically monitor stationary tracking transmitters and report any change in status. An engineering model was evaluated in 1981, with engineering development and production completed in 1982. Operational deployment was made in 1983.

Video Transmitter. The objective of this task is to develop an enhanced video transmitter/receiver to support enforcement of the Controlled Substances Act. During 1983 an engineering model was designed and developed. Production units will be delivered in 1984.

Technical Services. The objective of this effort is to increase the quantity and quality of investigative evidence by providing technical support for application on current investigations, and to support ad hoc requests for short-term technical and special engineering services. The output of this program is directed towards more efficient utilization of resources by minimizing the manpower required to conduct investigative operations, thus improving the quality and quantity of evidence collected by agent personnel.

Quick Reaction Support (QRS) requests are normally originated by a case officer and require a response time from several days to complete. These efforts are usually conducted in-house and take priority over other longer term research and development projects or tasks. In direct support of field operations, QRS includes the design and fabrication of special equipment such as the concealment of transmitters in assorted packages, the preparation of pseudo-narcotics, and audio enhancement which significantly enhances the audio intelligibility of evidence tapes. Off-the-shelf hardware and engineering techniques and materials are used exclusively for these efforts.

The application of technology to specific short-term tasks is also accomplished under the technical services objective. This consists of applying state-of-the-art techniques to the development of surveillance equipment and systems. Tasks are accomplished using a combination of in-house and contract personnel and require from one to eight months to complete. Examples include the design, fabrication, test and evaluation of: special timers and motion sensors; audio systems concealed in such as cigarette packs; and video systems packaged and camouflaged in such a manner as to make their presence difficult to detect.

In 1983, 170 QRS requests and 5 technical services tasks were accomplished. Estimated accomplishments for 1984 are 170 QRS requests and 5 technical service tasks.

	1984 Appropriation Anticipated			1985 Base			1985 Estimate			Increase Per-
	Per-	WY	Amount	Per-	WY	Amount	Per-	WY	Amount	
	Pos.			Pos.			Pos.			Pos.
Drug services.....	190	174	\$11,968	190	178	\$12,013	190	178	\$12,013	...

... in life support to the enforcement, intelligence, and diversion control activities related to the mission of the Agency. Activities are supported through the timely analysis of drug evidence and presentation of expert testimony in court. Assistance is provided to agents on clandestine laboratory investigations and vacuum sweeps, and conducting ballistics, in addition to the development of conspiracy cases and in assessing the distribution of DEA enforcement resources. In addition, support is provided through heroin signature analyses to determine the origin of controlled substances and foreign drug, and through signature analyses of Domestic Monitor program evidence to monitor domestic drug distribution and price/purity. Diversion control activities are supported through ballistics examinations which provide information on the identification of illicitly produced drugs to identify possible illegal activity by Controlled Substances Act (CSA) registrants, and through conducting inspections of CSA registered firms.

The program also addresses support to other Federal law enforcement agencies that do not have their own forensic drug capabilities, require the special expertise of DEA forensic scientists, and provides forensic drug laboratory support to the FBI (FBI) which has concurrent jurisdiction for the enforcement of Federal drug laws. Additionally, other law enforcement officials will receive the training and assistance required to complement and enhance the mission of the Agency.

The Speedy Trial Act of 1974 through timely analysis of DEA and FBI drug evidence. The program also provides support to the successful prosecution of drug law violators through the presentation of expert testimony in court. The program also provides support to the successful prosecution of drug law violators through the presentation of expert testimony in court.

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FBI Laboratories each have separate functions and unique expertise in the field of forensic science. When used in conjunction with the FBI Laboratory, they provide an expanded capability to the enforcement activities and virtually complete forensic analysis. The DEA laboratories conduct qualitative and quantitative chemical analysis and the FBI Laboratory provides numerous criminological examinations which are performed on the non-drug evidence investigations. The individual expertise of the two laboratory systems complement one another and result in improved drug law enforcement effort.

DEA laboratories assist other Federal agencies such as the Coast Guard, Naval Investigative Service, Army Criminal Investigation Division, Marine Corps, National Park Service, Immigration and Naturalization Services, and General Services Administration in the analysis of drug evidence, providing court testimony, and training.

**Expenditures and Workload:** In support of DEA drug investigations during 1983, the DEA laboratories analyzed 25,624 exhibits, 1,069 foreign and domestic evidence samples, 1,245 ballistic examinations, provided field assistance on 145 occasions and conducted 498 Domestic Monitor analyses.

Expenditures include the following:

Item	1982	1983	1984
Examinations.....	23,165	25,624	25,200
Foreign and Domestic Evidence Samples.....	1,069	1,245	1,400
Ballistic Examinations.....	770	852	800
Field Assistance.....	...	1	1
Domestic Monitor Program.....	635	658	690
Exhibits.....	166	145	188
Turn-Around Time (Days).....	13	13	13
Backlog.....	768	1,228	2,778
Domestic Monitor Program Exhibit Analyses.....	645	498	680
Microgram.....	12	12	12

	1984 Appropriation Anticipated			1985 Base			1985 Estimate			Increase
	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	Perm. Pos.	NY	Amount	
Training.....	34	33	\$3,311	34	33	\$3,464	34	33	\$3,464	...

**Goal:** To develop and maintain a sophisticated and professional workforce to perform the tasks inherent to the DEA leadership in drug law enforcement by providing entry-level and specialized training for DEA personnel.

**Objectives:**

Entry-level training for special agents, compliance investigators, and intelligence analysts.

Specialized investigative and advanced skills training for investigative, technical, and administrative personnel.

Executive, mid-level management, and supervisory training for appropriate personnel of all occupations within DEA.

Foreign language training for DEA personnel assigned to overseas and border offices.

Video tape training programs for use throughout DEA.

**Description:** This program provides entry-level and specialized training for DEA personnel to build and maintain a professional and technical workforce capable of providing leadership in drug law enforcement. This training will insure a high level of well-trained personnel to perform those functions as mandated to DEA by the Controlled Substances Act of 1970. The program utilizes the most modern and innovative techniques known to counteract increasingly sophisticated drug trafficking. Personnel must receive training at all levels of career development in order to perform the specialized tasks and responsibilities of the Drug Enforcement Administration.

The curriculum for special agents would normally consist of seven weeks of training provided by FLETC instructors in the FLETC School (including firearms, physical training and the driving range) and an additional seven to eight weeks of training provided by DEA instructors. However, this established curriculum was modified in 1983 to accommodate the needs of the personnel. The length of each class has been reduced from 15 weeks to 12 weeks, and certain courses were deleted from the FLETC Criminal Investigators School curriculum. The high standard and quality of overall training received by special agents, however, has not been sacrificed. With the exception of courses requiring specialized facilities, the accelerated program is being provided by DEA personnel.

**Expenditures and Workload:** In 1981, in response to the establishment of the Organized Crime Drug Enforcement Task Force, DEA conducted ten entry-level Special Agent classes which represents a 50 percent increase in the number of Basic Agent classes in prior years. Notwithstanding such an extremely heavy workload, DEA's academic program for entry-level training in law enforcement, professionalism and effectiveness in preparing over 291 individuals to perform the functions of a Special Agent with the Drug Enforcement Administration.

The Diversion Investigator class had not been conducted in several years. In the interim there were significant changes in regulatory and diversion programs which necessitated a total revision and update of the curriculum for Basic Diversion Investigator Training. The curriculum for senior and advanced Diversion Investigator Training, also required revision and update. In 1983, DEA conducted one entry-level and two specialized diversion investigator classes with 13 and 62 students respectively.

15 percent increase in the number of Asset Management Officers (AMO) in 1983. DEA's most important area throughout 1984 and 1985.

In 1983, 11 DEA employees attended the foreign language institute in Washington, D.C., 12 employees received language training at their domestic posts-of-duty prior to reporting overseas, and 15 employees and dependents received language training at respective foreign posts-of-duty.

Electronic aids training schools were conducted in 1983, one basic and one advanced, with 16 and 12 students respectively. Additionally, DEA initiated a technical officers training conference which was attended by 28 participants. This was the first attempt to continue this as an ongoing program.

Executive management and supervisory school curriculums were revised in 1983 to place more emphasis on DEA-related topics. Employees received training in these areas during 1983.

The core training programs were held for 1,266 participants in 1983. Fifteen special agents attended a clandestine lab school and seven attended a three-week marine law enforcement school. Over 800 professional, administrative, technical and clerical employees received general and specialized training and one ISITT program was produced. DEA's audio visual function was trained in 1983. We don't anticipate full staffing until mid-84; however, optimum performance should be attained in 1985.

Overall, the Office of Training in 1983 surpassed all other years in terms of the number of employees trained and the quality of training provided to its personnel.

Measures include the following:

Item	1982	1983	1984	Est.
Level Training Participants.....	66	310	350	
Field Duty in Service Participants.....	2,840	3,266	3,000	
General and Specialized Skills Participants.....	1,171	1,597	1,786	
Visual Instruction Productions.....	4	1	2	

	1984 Appropriation Anticipated			1985 Base			1985 Estimate			Increase
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.
Technical Operations.....	185	177	\$28,648	185	177	\$21,896	185	177	\$21,896	...

Objective: To support the mission of DEA by providing radio communications and technical/investigative systems, equipment and personnel to support of enforcement activities; and provide responsive and effective air support to DEA investigations.

#### Objectives:

1. Provide support, whether it be direct technical/investigative assistance or equipment, at all levels of DEA's law enforcement units. 2. Provide sufficient technical personnel to properly maintain, install, and monitor the performance of DEA's investigative and radio communications equipment.

3. Provide sufficient radio communications resources to support DEA law enforcement activities.

4. Meet a long range communications needs by operating a High Frequency/Single Side Band (HF/SSB) network.

5. Provide training of special agents and technical personnel on technical investigative and radio equipment.

6. Maintain an accurate inventory of technical, investigative, and radio communications equipment to ensure the maximum utilization by DEA law enforcement personnel.

7. Coordinate with other Federal, State, and local law enforcement agencies with equipment and expertise on a priority basis.

8. Establish and maintain a voice privacy network on DEA's HF and HF/SSB radio communications equipment.

9. Maintain an established aircraft fleet of sufficient size and appropriate operational characteristics to support the DEA enforcement requirements.

10. Provide a cadre of properly qualified and safety conscious agent/pilots, who possess a thorough knowledge and understanding of the mission and the requirements of the DEA units they support.

11. Utilize DEA aviation resources in the most effective and cost beneficial manner for maximum agency accomplishments.

Program Description: The Technical Operations program supports DEA law enforcement personnel by allocating its limited personnel and investigative equipment resources to those areas having critical need for technical support and expertise.

assigned to foreign country offices as Foreign Technical Officers.

Agents and professional/technical personnel assigned in this program in DEA field offices fall under the direction of the Operations Officer. The technical officer ensures that available equipment and personnel are strategically and rapidly deployed to support law enforcement activities. Because of the limited quantities of equipment and personnel resources, special agents and administrative personnel must travel extensively, and equipment must be rapidly shipped from office to office to support activities.

communications support is being accomplished by a combination of DEA-owned mobile and base station HF/SSB radios, a network of Rockwell Collins in Cedar Rapids, Iowa. Collins' control center in Cedar Rapids provides support 24-hour range communications.

Technical Operations personnel and their counterparts with the FBI are working closely through meetings and study groups to enhance their technical resources are being used to provide maximum support to the Federal drug law enforcement effort. In the past, the DEA and FBI radio systems are being compared and analyzed to determine all potential areas for combined operations. In the field to compare radio voice privacy implementation programs currently being conducted by both agencies. DEA Technicians have also attended schools at FBI technical training facilities to further their expertise.

Aviation program consists of 48 operational aircraft. Additionally, a twin-engine turbo prop aircraft was ordered for long-range over water intelligence gathering missions.

The program is structured to support four operational areas, the western area, southwestern area, northern area and the eastern area supervised by an area supervisor. It is the responsibility of each area supervisor to direct the activities of the area physically assigned to his geographical area, including reserve pilots during their involvement in flight operations. In turn, report to and receive supervision from the Deputy Chief Pilot. The responsibility for the overall management rests with the Chief, Aviation Unit based at Headquarters, DEA, Washington, D.C.

The program provides support in the following areas: Air-to-surface surveillance of drug investigations; investigation of aircraft and pilots; Air-to-air surveillance of aircraft suspected of being used in illegal drug activities; as a communication control relay station in remote areas or widely dispersed investigations; transportation of investigative teams, equipment or time critical operations or to remote sites not served regularly by commercial carriers; ferrying of aircraft and equipment to support drug enforcement techniques. In addition to the above, other functions DEA aircraft are utilized to include the evaluation of safety procedures including cockpit workload and coordination. Initial pilot qualification checks and performance following maintenance.

Elements and Workload: The program elements of this decision unit continues to play a vital role within the Drug Enforcement Administration. Technical/Investigative, radio communications, air support, polygraph support and boats are actively sought to support complex investigations and are now routinely used in all phases of enforcement operations to enhance investigations and support for DEA's law enforcement personnel.

Technical Operations program personnel and equipment actively participated in the Vice President's Task Force provided support in the identification and location of suspect vessels and aircraft; tactical and long range communications; polygraph support; video, Title III and other investigative aids; and boats to support the marine requirements of this Task Force. The program has been coordinated with the other Task Force participants, including the U.S. Customs Service, the U.S. Coast Guard and other agencies.

Technical Operations technical/Investigative personnel directly assisted in 1,250 investigations. This represents a 10 percent increase over the 1982 level of assisting in 1,100 cases. Approximately 90 percent of these efforts supported Class I and II investigations.

Title III devices, 24-hour covert video installations, audio devices and other investigative aids increased dramatically in 1983. The rate of increase in the use of Title III's, alone, is 244 percent. The decision unit's number of recorders is in constant use in each domestic office supporting major conspiratorial investigations.

This decision unit began the conversion of DEA's HF radio communications system from "clear" transmission to "digital" transmission. During 1982, sufficient equipment was purchased to replace all fixed equipment in the Seattle Division with radio equipment capable of receiving and transmitting voice privacy. This program was continued in 1983 by ordering digital voice privacy radios for nonsecure radios in DEA's West Coast offices. DEA's voice privacy radio systems are being designed to provide for compatibility with the FBI's voice privacy radio system.

This decision unit also directed its resources to support the DEA/FBI Investigative task force (OCDF).

The number of air missions completed rose from 4,953 in 1982 to an estimated 5,400 in 1983. Twin engine aircraft were used exclusively for search missions and in international operations which accounted for 25 percent of the total flight missions. As a result of the following accomplishments were realized:

The number of arrests rose from 1,413 in 1982 to 2,000 in 1983, an increase of 42 percent. These figures do not include arrests resulting from special operations as RAT, TRAMPA and domestic curfew eradication program.

The number of clandestine laboratories rose from 30 in 1982 to 40 in 1983, an increase of 33 percent. In many instances, the only effective means of detection and surveillance of these laboratories because of their location in remote, almost inaccessible, areas.

Seized aircraft, 32 vessels and 338 vehicles were seized in 1982. Those seizures rose to 20 aircraft, 40 vessels and 350 vehicles in 1983.

Over 150 polygraph examinations were performed to support DEA investigations (175 examinations were performed in support of FBI investigations and 75 to support internal security investigations). The polygraph continues to be a more important tool for support of investigations. As an example, of the 119 examinations performed in 1979, only 54 percent were performed in support of investigations; in 1982, 70 percent of all examinations were performed in support of enforcement operations.

The number of polygraph examinations conducted rose to 275, a 10% increase over 1982.



asures include the following:

Item	1982	1983	1984
Operations Direct Case Support.....	1,100	1,250	1,325
Missions Requested.....	6,049	6,600	7,500
Missions Completed.....	4,953	5,400	5,640

	1984 Appropriation			1985 Base			1985 Estimate			Incr.
	Anticipated									Perm.
	Perm.			Perm.			Perm.			Perm.
	Pos.	WY	Amount	Pos.	WY	Amount	Pos.	WY	Amount	Pos.
Telecommunications.....	120	110	\$18,094	120	113	\$18,047	128	118	\$21,317	8

Goals: Increase the productivity of DEA criminal, compliance and inspection investigators and their supportive elements through the use of automatic data processing, record communications and office automation.

#### Strives:

Where applicable, statutory requirements of the Controlled Substances Act of 1970 (Public Law 91-513) and the President's Commission Plan Number 2 of 1973.

Productivity and decrease manpower through automation of applicable processes now accomplished in a manpower intensive manner.

Reduce time, maintenance and new applications development time through use of commercially available Data Base Management Systems and state-of-the-art technology.

Reduce the cost and sharing of DEA automated information through standardization of hardware, software and data base data elements.

Improve the reliability, scope and security of DEA data transmissions while reducing telecommunication line charges.

Reduce the number of users of DEA ADP/Telecommunication capabilities, both foreign and domestic.

Improve the capability to rapidly respond to new and/or unanticipated operational requirements affecting the mission of the various DEA programs in accomplishment of their missions.

**Program Description:** The ADP and Telecommunications program provides for the implementation of modern Data Base Management Systems which provide for retrieval capability that can establish relationships between various DEA data bases while also, also, provide the ability to query any field within those data bases. This increased retrieval capability is being made available to DEA offices, both domestic and foreign, through an expansion and increased sophistication of the DEA Secure ADP and Records Communications System. Standardization of software, equipment, data elements and query procedures, as well as developmental and maintenance time of the ADP staff and the training and query time of the user. The highly flexible and "user friendly" characteristics provide a significantly increased capability to support the various investigative, mission and operational requirements.

The following are brief descriptions of the DEA ADP/Telecommunications Systems:

**SECURE AND DANGEROUS DRUGS INFORMATION SYSTEM (NADOIS).** This is the major Enforcement Support System for DEA. This data base contains about 1.2 million records on persons, businesses, ships, aircraft and certain airfields, is the centralized index of all DEA reports. NADOIS enables an authorized user to determine the subject's past criminal activity or associations which are maintained by DEA agents, and provides references to the location of further information on the subject of the query. Due to the transient nature of illicit drug operations, it is not unusual for a single individual to be documented by DEA criminal investigations in various parts of the world. NADOIS, therefore, provides not only background information on individual subjects of interest to DEA, but also supports conspiracy investigations by showing linkages between individuals and separate DEA investigations. NADOIS has significantly expanded the capability of the intelligence analysts and agents to develop these linkages and, therefore, to follow up on investigative leads.

NADOIS is accessed via the DEA Automated Telecommunications System (DATS) by over 300 terminals located nationwide and in Mexico, Canada, France, Italy, Germany and Thailand. Current plans call for additional overseas terminals to be located in other European countries and in Middle East and Asian countries via a Secure Telecommunications System operated by the State Department. NADOIS operations are configured at the Justice Data Management Center (JDMC). This provides the capability for remote entry on DEA's Magnuson Act for NADOIS batch (index updating) transactions, and printing of all NADOIS ADP reports.

NADOIS is accessed under the IBM Customer Information Control System (CICS) environment on the JDMC AMDahl 5862 computer. NADOIS is accessed via DATS with the FBI National Crime Information Center (NCIC) Wanted Persons File, Stolen Gun File and Criminal History File. NADOIS is indirectly interfaced with the Stolen License Plates File and Stolen Vehicle File using the JUST network.

**ENFORCEMENT MANAGEMENT INFORMATION SYSTEM (EMIS).** EMIS provides a method of tracking specific DEA investigations to determine the status of the investigation. It includes the capability to evaluate case activity, status, agent manpower use, and confidential source information by the Operations Division. EMIS is being developed in two phases. EMIS I primarily involves the purchase of evidence to determine whether money seized as evidence includes currency previously expended by DEA for the purchase of evidence. EMIS II will provide probable cause for seizure of such funds. EMIS II will provide information on the utilization of intelligence analysts and criminal investigator resources under the Manpower Utilization application. Information will also be provided on the status of DEA use of confidential sources of information. These applications were completed in June 1982. EMIS I and II will be widely disseminated information which was previously prepared manually and had only limited use due to the lack of a system. The EMIS system is accessible on-line through the DATS network and operates on the JDMC AMDahl 5862 computer.

11. PATFINDER is a component of the National Narcotics Intelligence System, mandated by the President's Reorganization Plan No. 1 of 1973. DBMS provides DEA with centralized automated storage, retrieval and analysis of law enforcement intelligence on illicit drug activities. Intelligence and enforcement personnel access the system via on-line terminals. The data base contains information on individuals, activities, events, aircraft, vessels, movement reports of individuals and associated drug distribution. It includes a graphics output capability. PATFINDER information is made available to other Federal, State and local law enforcement officials who have a proper need-to-know and are signatory members of the El Paso Intelligence Center (EPIC). Data is made available by both on-line and batch methods to the Digital Equipment Corporation 11/70 computers at DEA Headquarters. PATFINDER is accessed by query on-line, the NADDIS System. PATFINDER access has been expanded to nineteen domestic and one foreign DEA office. The flexible nature of the PATFINDER DBMS software has provided DEA with the capability to rapidly design files to meet changing needs. Examples of these investigations include the Judge Wood assassination, Operation Impact and support to various other investigations. Between 1984 and continuing into 1985 PATFINDER will be converted to operate under DBMS model 204 greatly expanding the system's access to the system.

12. CONTROLLED SUBSTANCES ACT SYSTEM (CSA). The Office of Diversion Control is supported by the Controlled Substances Act System (CSA). The system controls the registration and annual re-registration of more than one half million legitimate sources of federal controlled substances. This statutory requirement imposes manual processing. The system was established to implement the Controlled Substances Act of 1970 (P. L. 91-513), requiring that all legal handlers of controlled substances are qualified and licensed by the Department of Justice. The system processes new and renewal applications for registration, applies changes to previous registrations, issues order forms for the purchase, sale, or transfer of Schedule I and II controlled substances, and produces, maintains, control, and statistical records. The master records contain information on legal handlers of controlled substances, address, DEA registration number, business activity, initial issue date of registration, expiration date of registration, and other data authorized. The CSA data base is used by suppliers for verifying physician and hospital requests for controlled substances. The verification consists of an on-line inquiry by a DEA compliance investigator, into the DEA database. Data preparation, data editing and printed output are accomplished at DEA Headquarters using the DBMS system. Because of the size of the CSA master file and the necessity of on-line access through DBMS, the data is processed at the JRIC.

13. RETRIEVE INFORMATION FROM DRUG EVIDENCE (STRIDE). STRIDE supports DEA by processing information derived from drug evidence. It supports DEA agents and Intelligence, Enforcement, Administrative and Laboratory Personnel, primarily through management of drug trends. STRIDE provides data resulting from forensic examination of drug evidence for tactical analysis as well as planning and management purposes. The system is used to detect unusual occurrences and other matters of interest. STRIDE consists of three subsystems: Manpower Utilization, Laboratory Analysis, and the Ballistics program. The Manpower Utilization program is used by the Forensic Sciences Division as a management information system to produce a monthly report on the activities of forensic scientists on various tasks, such as drug analysis, court appearances, training, and other duties. The Laboratory Analysis program is based on data developed by DEA forensic chemists, such as the controlled substances in the material and certain physical characteristics. The Ballistics program is based on the analysis of tablets and capsules. Data derived by the forensic analysis of drug evidence throughout the DEA laboratory is entered into a computer terminal located in each laboratory by scientific intelligence technicians. The system is available to DEA personnel for the determination of characteristics of drugs obtained during an investigation. STRIDE and Ballistics derived information is used to identify and track the source of drugs and is based on the similarity of exhibits and provides strategic intelligence on worldwide illicit drug trends.

14. DEA ACCOUNTING SYSTEM (DEAAS). The system was developed to automate highly labor intensive accounting and personnel functions. It tracks obligations, expenditures, costs, and revenues for which program managers are responsible, generation of budget internal needs and external requirements and to provide a basis for developing and reporting costs in accordance with DEA activities, special projects and organizational cost centers. The system is administration-wide, incorporates data of domestic offices, foreign offices, laboratories, intelligence center, aircraft section, and Headquarters. It interfaces directly with the Department of Justice Accounting System. It does, however, use an abbreviated version of the JRIC Payroll System as input on a bi-weekly basis. Detailed accounting transactions are transmitted to the JRIC and are collected for a batch processing update. Information is derived from basic documents such as accounting plans, payroll data files, obligation documents, receipts documents, accrual documents, reimbursement activity reports, and expenditure/disbursement documents. Foreign documents are mailed to Headquarters where they are processed. Updates are scheduled by DEA personnel via the Conversational Monitor System (CMS) on-line at the JRIC. The system is supported by the Magnuson 80-31, Houston Automated Spooling Program (HASP) facility. Reports are generated at DEA Headquarters and disseminated to the various offices and program managers as required.

15. SECURE VOICE COMMUNICATIONS. DEA has a requirement to support investigations of illicit drug operations worldwide. The highly technical nature of the investigation requires the support of a worldwide, rapid and Secure Record Communications System. DEA has established a secure voice and certain foreign offices, for secure voice, secure teletypewriter, facsimile and general communications and a secure voice equipment program is scheduled for expansion in future years.

16. SECURE VOICE EQUIPMENT. Two secure voice devices are located at DEA Headquarters. The equipment meets national cryptographic requirements and is used by intelligence and enforcement personnel with the capability to rapidly and securely exchange information with other law enforcement agencies. Many of DEA's offices overseas are accessible through the Department of State secure voice equipment program is scheduled for expansion in future years.

17. DEA FACSIMILE SYSTEM. The DEA Facsimile System consists of 143 terminals, including all divisional and resident offices, laboratories, and field offices. The system is used by DEA personnel to communicate with other government agencies and commercial firms that have compatible equipment (e.g., Xerox, Magnafax, Steward Warner). The system is used for the transmission of documents, reports, and other information. Upgrading of the system has included placing unattended machines in several larger offices and by replacing six unattended machines with attended machines. The system is used for the transmission of documents, reports, and other information. Upgrading of the system has included placing unattended machines in several larger offices and by replacing six unattended machines with attended machines. The system is used for the transmission of documents, reports, and other information.

18. TELETYPE COMMUNICATIONS. Domestic - The DEA Secure Domestic Teletypewriter System presently consists of 107 terminals at Headquarters and 107 terminals in field offices, including Honolulu and San Juan. Additional terminals are scheduled for installation between 1982 and 1984. The long-range objective is for 130 operational terminals. This is a private system with terminals at other government agencies are available through the Headquarters Telecommunications Center. The DEA Teletypewriter System is used for the transmission of documents, reports, and other information. Upgrading of the system has included placing unattended machines in several larger offices and by replacing six unattended machines with attended machines. The system is used for the transmission of documents, reports, and other information.

other stations in the network with only one transmission. KW-7 cryptographic hardware are equipped with KOI-16 card reader. Access to foreign offices is provided through the Department of Defense Automatic Digital Network and/or the State Telecommunications System, both of which are electrically connected to the Headquarters Telecommunications Center.

COMMUNICATIONS SECURITY (COMSEC) ACCOUNTS. DEA has one of the largest COMSEC accounts within the U.S. Government. COMSEC is managed by the Headquarters Center Office of Record (COR), by the DEA COMSEC Officer and COMSEC Custodians at each of the receiving cryptographic material. Custodians operate under policy promulgated by the National Security Agency for the recording and reporting of accountable COMSEC material from the time of receipt within DEA through destruction or destruction. The total number of accounts will increase to 130 during 1982-1985. Regularly scheduled inspections of cryptographic equipment are the most effective means of ensuring that the required security standards are maintained at all times. The National Security Agency requires that all COMSEC accounts be inspected and audited at 18-month intervals. The purpose is to ensure that the material is used, stored, distributed, or accounted for, and that COMSEC equipment is employed and maintained in accordance with the policy. This material supports the DEA Secure Teletypewriter System.

ENFORCEMENT INFORMATION ACCESS SYSTEMS. Headquarters, EPIC, and 34 field offices have access to the U.S. Customs Telecommunications System. Headquarters, EPIC, and 34 field offices have access to the U.S. Customs Telecommunications System.

PAGING SYSTEM. DEA Headquarters utilizes the Bellboy II Paging System for 16 senior officials and the duty agent. The system is used by the Air Program to alert DEA pilots in 23 field locations.

Enforcement Administration relies very heavily upon ADP Telecommunications and Record Communications to support its operations. Both foreign and domestic which include: To support where applicable, statutory requirements of the Controlled Substances Act of 1970 (P.L. 91-513) and the President's Reorganization Plan Number 2 of 1973; the enforcement of Federal drug laws; training of DEA, FBI, foreign state and local law enforcement officers; and support of foreign narcotic law enforcement efforts.

TERMINALS. The primary DEA enforcement support system, NADDIS, was maintained during the year with no significant downtime. NADDIS terminals were installed at FBI Headquarters. The terminals provide full access to DEA's law enforcement database. PATHFINDER was extended to the divisional offices and the Capitol Hill Task Force. The PATHFINDER system was installed significantly in Operation Snare and Operation Impact. The compliance system (CSA) has maintained exceptional performance. Information from DEA's ADP system is used for DEA's statutory requirement to annually license over 600,000 registrants. The Diversion Control program was supported by Project Script. Over 100,000 prescriptions were analyzed in Miami, Atlanta and Detroit which contributed significantly to the control of the defendants. Project Script is being extended to other major diversion control cases. The DEA laboratory system was modified to accept FBI drug exhibits data. Reports on FBI drug exhibits are being produced weekly. At the request of the laboratory, the capability to access, on-line, the DEA enforcement files was extended to assist the White House in making decisions. The capability to access, on-line, the DEA enforcement files was extended to 19 overseas offices. Fifty-five operational offices accessing DEA's data bases are planned. Progress was also made in providing DEA's agents with improved tools, the NADDIS system is being rewritten utilizing the Model 204 DBMS. This Data Base Management System (DBMS) system with greater capability to access data. In addition, the CSA and STRIDE systems are being rewritten under Model 204. Control investigators and chemists the same capabilities. The precursor, EMIS-11 and Property Management systems are being developed under Model 204. An automated pen register system is being developed to assist the Title III operations. All automatically record telephone numbers for processing in a micro processor linked to the PATHFINDER system. The DEACASS ADP plan has been developed and is being implemented that will satisfy the informational needs for the future. The DEACASS Law Enforcement Telecommunications System (NLETS) terminals have been installed in 45 DEA field offices. These terminals are local law enforcement systems. This information is an important supplement to the information already available in NADDIS. An Office Automation study was conducted to identify DEA's word processing, record processing, and message processing needs. The study is planned for installation and evaluation. Office Automation technology will provide DEA management, clerical and agent personnel with the capability to perform their functions more cost effectively and efficiently. The Organization Task Forces (OCETF) will be equipped with 24 PATHFINDER terminals, 60 DATS terminals and 40 or more word processing requirements are receiving top priority within DEA.

OPERATION BUSHMASTER. The trial preparation phase of "Operation Bushmaster" being conducted in San Antonio, Texas, a microprocessor was successfully used to process vast amounts of data. A microprocessor is currently supporting "Operation Scorpion" by maintaining inventory and customer information.

INCREASES.

Equipment Support - Six positions (\$292,000) and \$1,225,000 in program funds to make DEA enforcement and administrative systems available to DEA management and support personnel. This is being accomplished through enhancements to existing information systems and development of new information systems and replacement of obsolete equipment. Detailed program listing follows:

DEA Conversion

The extension of PATHFINDER (PF) to all field division offices and the Organized Crime Drug Enforcement Task Forces (OCDEF) project has reached its saturation point. To put DEA in the posture to continue to offer and exploit the capabilities of PATHFINDER, the current system limitations need to be addressed. While there are many alternatives, each must be measured against the needs to: (a) integrate information now under PATHFINDER control with other DEA information systems; (b) offer PATHFINDER access to all field elements; and (c) integrate the capabilities of PATHFINDER and the Office Automation Project to increase the efficiency and effectiveness of the ADP intelligence program. An effort is being initiated in 1983 to study the alternatives and determine the exact conversion directions.

INTELLIGENCE CENTER (EPIC) Systems Conversion

The information contained on the EPIC equipment is available to other DEA activities in a real-time trade mode. Selective data is forwarded to DEA Headquarters by magnetic tape for inclusion in PATHFINDER system. Real-time requests must be made by the EPIC watch.

egrate EPIC information with PATFINDER requires a study of the system file layouts and data elements to identify the extraction possible. Those data elements not currently maintained by PATFINDER would be added or combined into another database under the control of a Data Base Management System. It is expected that the conversion and processing will be to the server facilities. Security of the data would be provided by proper software access codes, such as, passwords and user identification.

#### One Number Recording Systems Conversion

currently has approximately 200 pen registers within its inventory. This inventory will be doubled by 1985. The current method of obtaining data from pen registers is a manual one. Paper tapes are removed from the machine and the information is manually entered into DEA information systems. The error rate for manual processing is extremely high. This method is also extremely time consuming for analysts/agents. The increased use of pen registers as an investigative tool requires that an automated method be implemented to place this vast amount of telephone data directly into DEA's information systems.

#### Removal Conversion

removal of certain assets seized by the DEA is mandated by law. The purpose of the Asset Removal Program is to promote accounting for each asset seized and to decrease the period of time necessary to complete forfeiture proceedings. Such a program will simultaneously diminish the costs directly attributable to forfeiture actions and make suitable conveyances available for service use much faster. An automation pilot program was implemented in 1983 on the PATFINDER system, but to be real, the system must be made available to all DEA enforcement offices. Therefore, it is necessary to convert this system to a computer facility under Model 204 data base management system.

to implement the above systems will severely handicap the enforcement functions that depend on ADP systems to operate efficiently and effectively. Further, the inability of DEA to maintain accurate and timely intelligence can and will impede the successful development of drug enforcement cases. Also the current PATFINDER system cannot support this expanded growth.

#### Equipment Replacement

DEA's ADP support equipment has reached its programmed life cycle limitation in capabilities and/or can no longer be repaired. Replacing equipment must be replaced:

1200 (\$91,800 per year to lease)

1 Character Recognition (OCR) (\$400,000 for purchase and \$50,000 per year for maintenance).

#### ARCOS/Automated Order Forms System

Controlled Substance Act (CSA) system is mandated by law. The CSA system monitors the registration of all persons or organizations manufacturing, distributing or dispensing controlled substances in the USA and its territories.

receives reports from manufacturers, distributors, importers and exporters that are licensed to handle controlled substances under the Controlled Substance Act (CSA). The reports consist of detailed information of sales, manufacture, loss or theft of controlled substances. The current system was developed approximately 8 years ago and is now responsive to user requirements to redesign, program and implement ARCOS using Model 204 DBMS applying data base management system technology to access, and query information pertaining to the amounts of drugs manufactured, distributed and dispensed by persons under the Controlled Substance Act in a responsive and timely manner.

system will provide DEA with the capability to permit manufacturers and drug wholesalers to access information which will verify the legitimacy of people and businesses ordering drugs. An automated ordering system would enable manufacturers to validate registration numbers and eliminate illegal orders.

so required by law to report annually to each State, the distribution of controlled substances within the State. This will provide DEA with a cost effective system that would enable DEA to be more responsive to the public sector.

estimated cost of developing the Automated Order Forms System is \$800,000 (Contract software development - \$600,000, computer equipment costs \$100,000). Terminal equipment is for government use only and communications equipment is to provide the facility with a ready and up date. Two (2) computer specialists (\$107,000) are required to monitor the design, implementation, and maintenance.

to implement this enhancement will severely impact DEA's ability to meet the requirements of the Controlled Substance Act and necessary services to the State government and various drug manufacturers throughout the United States.

#### El Paso Intelligence Center (EPIC) Fraudulent Document System

by, the Immigration and Naturalization Service (INS) as a joint EPIC member with DEA maintains a cross reference index of fraudulent documents. These records are one-of-a-kind with no backup and are used by all members of EPIC to track and identify fraudulent documents. Therefore, DEA proposes to automate the cross-reference index to these records using the Datapoint computer at a cost of \$154,000.

tion, it is proposed to microfilm all 3 X 5 cards and associated documents which will then be referenced by the Datapoint.

to implement this enhancement will allow the current file to remain vulnerable to destruction or loss and force EPIC to continue consuming manual searches through the card files to locate fraudulent documents.

#### Serialization of Flash Rolls (DEASCAN)

Administrative Training Seminar held in Washington, D.C., in December 1982, it was reported that the administrative workload to handle flashrolls and seized money was becoming an increasing burden which took away from productive investigation. The size of flashrolls now being used is steadily increasing and larger amounts of cash are being seized, some automated processing of serial numbers is required.

... to the optical character recognition equipment used to process seized money. Television and optical character recognition are used to display the image of the serial numbers and money on a CRT display. This display is then analyzed using a micro-processor.

... a prototype (DEASAM), especially configured for DEA's needs be procured, developed and tested at a cost of \$150,000. A final evaluation of the prototype, funds will be requested to acquire one machine for each divisional office and (costs of \$15,000 ea. = \$700,000).

... a DEASAM capability would significantly increase the unproductive manual work of special agents in counting, filing and reporting both seized and flashroll money. Further, analysis and comparison of serial numbers would be delayed. Information would be received too late for appropriate action to be taken.

... 1984 Appropriation Anticipated

Perm. Pos.	WY	Amount
91	87	\$3,588

... 1985 Base

Perm. Pos.	WY	Amount
91	87	\$3,731

... 1985 Estimate

Perm. Pos.	WY	Amount
91	87	\$3,731

... Increase/Decrease

Perm. Pos.	WY
...	...

... 2. provide DEA operational and administrative support functions expeditious and updated records systems control, and provide DEA operational and administrative support to various DEA enforcement activities. These activities include the Narcotics and Dangerous Drugs Information System (NADDIS)--an automated index and data base; analysis and management systems; maintenance of an extensive collection of current and historical materials related to DEA activities; processing of responses to requests made pursuant to the FOI/PA and establishment and maintenance of a central file.

... and improve the Narcotics and Dangerous Drugs Information System (NADDIS), a computerized index of investigative and enforcement activities for use by DEA enforcement and intelligence personnel.

... file field trip investigations initiated by DEA/FBI field offices.

... record the repository of all confidential informants established by DEA investigators.

... provide all DEA structures of information and provide a prompt records retrieval service for Headquarters and field offices.

... field and Headquarters personnel in the NADDIS operations and indexing of narcotic trafficking information.

... ensure reporting from field offices to ensure file integrity.

... coordinate all processing and Headquarters courier services.

... ensure the maintenance of all records holdings of investigative and administrative files in Headquarters and field offices.

... a state-of-the-art library (NADDIS) on-line information retrieval system.

... ensure all related records into a centralized record keeping system.

... ensure the processing of DEA special study reports.

... ensure the processing of information backlog in the processing of FOI/PA requests.

... ensure the processing of FOI/PA processing system.

... The Records Management program provides for the necessary development and implementation of policy and procedures for the program and systems, reports management, forms, file design, records disposition, correspondence and other matters.

... The following are the sections of this office incorporated the following sections:

... 1. Analysis of the Records Management Section apply analytical techniques and a knowledge of existing regulations to determine the efficiency and effectiveness of all DEA records management programs.

... 2. Maintenance. Maintains a record of all disclosures of information to individuals and agencies outside DOJ as required by law. Central records of all such disclosures are maintained, including microfiche. In order to provide an audit trail, the Records Management Section is responsible for providing the Headquarters staff with files on DEA criminal investigations and drug intelligence reports. This is a computerized index of names and information extracted from investigative reports, in an extractable format for conducting drug investigations. This Section is responsible for all data entered into NADDIS and for the maintenance of the data entered.

... 3. A comprehensive collection of books, journals, and other file materials, both current and historical, to provide support in planning and executing the strategies for control of those substances under Federal jurisdiction through enforcement and law enforcement support to the Chief Counsel Law Library.

... 4. The Records Management Section processes an average of 5,000 reports and 10,000 names on a weekly basis. This system provides a central database for all Special Agents, intelligence analysts and other law enforcement personnel concerning people, firms, vehicles and other matters.

duct order in Segar versus Bell, have been consolidated into one facility for security and rapid retrieval. Extensions conducted in regard to the proposed consolidation of all personnel related files in a centralized facility within DEA. DEA submitted proposed legislation to Congress changing the annual to tri-annual registration for controlled substances that registrants would spend less time completing controlled substances registration forms. DEA's library has also on-line information retrieval system that contains over 200 different data bases with approximately 70 million records. Personnel to more efficiently conduct enforcement investigations and intelligence research.

calendar year 1983, the Freedom of Information Section processed or otherwise closed 4,031 FOIA/PA requests, an increase over the previous calendar year. This significant accomplishment was achieved through increased staffing and streamlined procedures, thus effectively eliminating the backlog of unprocessed cases.

measures include the following:

Item	1982	1983	1984	La
Investigative Files Created.....	20,500	20,040	25,000	
Investigative Reports Processed.....	236,876	264,013	330,000	
Records Created and Updated.....	485,434	525,514	657,000	
Information Actions.....	851	1,000	4,031	
Records Processed.....	17,000	16,654	17,000	
Journals Catalogued.....	725	650	650	

1984 Appropriation Anticipated				1985 Base			1985 Estimate			Increase
Perm.	Pos.	WY	Amount	Perm.	Pos.	WY	Amount	Perm.	Pos.	WY
Direction and Control.....	241	231	\$12,833	241	231	\$13,569	241	231	\$13,569	...

Goal: Develop and maintain management functions which effectively and efficiently develop and implement agency policies and the decision-making process.

#### Objectives:

1. Provide management direction and control through policy development, organizational and program planning, and improved management.

2. Monitor and evaluate all programs within DEA.

3. Review legislative and administrative proposals as a means of improving the functioning of the criminal justice system.

4. Participate in budget formulation, execution and administrative capabilities and improve control of expenditures.

5. Disseminate information to specific interest groups and to the general public regarding DEA's mission and activities.

6. Investigate instances of integrity misconduct within DEA and provide and maintain a secure environment for DEA employees and proper.

7. Coordinate progress the information necessary to carry out legislative and oversight responsibilities.

8. Provide a full range of legal services to DEA management and agency personnel.

9. Strengthen internal control through the performance of financial audits.

10. Obtain management expert advice on all matters that impact on the development of strategy, policy, operational performance, efficiency, integrity, and security of the agency.

11. Develop automated systems for tracking of invoices and travel vouchers, imprest funds, vendor billings, and verification of financial management procedures and manpower utilization in the field and in headquarters.

Program Description: In addition to policy development, guidance, and direction provided by the Administrator, the Executive and Control program is currently carried out through:

1. Increasing awareness of Federal drug enforcement among the public.

providing the Congress with the material necessary for it to conduct, on a fully informed basis, its legislative and oversight responsibilities in the drug law enforcement area.

providing management direction, guidance, and support through sound organizational planning and control, and improved management systems, to include analytical studies related to organizational, as well as operational matters.

providing for the allocation and control of financial resources through financial planning, budget formulation, resource management, report preparation, special analyses, appropriation accountability, financial data collection and dissemination, and audits.

organizing the legal counsel program around a functional concept with individual attorneys specializing in assigned areas to include preparation of briefs, opinions and presentations in the following areas: regulatory matters, civil litigation matters, training, personnel and EEO matters, management and procurement issues, international matters and the Privacy Act.

representing DEA at a variety of administrative hearings.

ensuring the integrity of DEA personnel through a prompt and thorough investigation of possible illegalities or misconduct by any employee, and the employment of a set of preventive programs designed to discourage integrity breaches, criminal behavior.

conducting. The integrity control program is accomplished through the utilization of standard investigative and reporting procedures to establish relevant facts upon which DEA management can take appropriate corrective measures. Through the security function, procedures for security programs, monitoring of security investigations, physical security surveys, and ADP surveys are conducted.

as a public responsibility to apply its resources in the most efficient, economical, and effective manner possible. Integrity accountability is the concept of accountability for actions and performance which can only be achieved through proper executive control.

mediate clients served by this program are the personnel of the Drug Enforcement Administration, while the ultimate clients are the general public, other Federal, State, and local law enforcement organizations; other Federal departments; and foreign governments.

Activities and Workload: Since July 15, 1982, the Office of Inspections has conducted a total of seven field inspections. The Office foreign inspection and three Headquarters inspections. These inspections have resulted in approximately 200 recommendations. When fully implemented will result in increased efficiency, economy and effectiveness.

joined DEA/Planning and Evaluation - FBI review of EPIC's Security and participating agencies interface was conducted. The program security awareness by EPIC management, and HQ/Intelligence directing actions and planning to enhance overall security. Additionally, avenues were identified and limitations noted as to possible intelligence sharing between DEA and FBI. The Director Secretary to the Career Board, Planning and Evaluation is assisting in the initial phases of the program. In coordination with the DEA's Forensic Laboratory System, which resulted in the identification of manpower, training and instruments required to meet the recent Federal initiative in the area of Federal drug law enforcement. An assessment was conducted of the handling and storage of seized property. This resulted in the development of a new system that is considered to be both cost effective and efficient. Planning and Evaluation is presently coordinating a pilot program utilizing the newly developed system. They also participated in the development of strategies for inter-agency investigations, international initiatives, Federal/state/local cooperation, international initiatives.

establishment of the Board of Professional Conduct significantly advanced and standardized the DEA disciplinary process. The effectiveness of full-field investigations have been improved through the use of contract investigations.

are assigned to functional areas of specialization and prepare briefs, opinions, presentations and provide training in these areas: regulatory matters, civil litigation, criminal matters, seizure and forfeiture of assets, personnel and EEO matters, management and procurement issues, and international matters. Attorneys represent DEA management in administrative hearings involving personnel. A pilot program was established to automate the processing and tracking of seized assets and to provide legal counsel. During 1982, a separate legal training unit was established at FIETC to provide legal training to DEA personnel. An arrest manual has been completed and a practitioner investigation manual is in the process of being developed.

Public Affairs program includes both public and congressional affairs. Public Affairs conducted activities to include press releases designed to inform the law enforcement and criminal justice community, as well as the general public, regarding international drug trafficking. The Congressional Affairs section responded to information requests from Members of Congress, proposed legislation, prepared testimony for DEA management and served as a liaison with Congressional staffs.

Accounting and Manpower conducted training seminars for all SAC's, RAC's, and field administrative personnel to train them in the use of the new Accounting System.

training effort was undertaken by the Accounting Section. Many new procedures were initiated as a direct result of the training and the first major training program for domestic field and headquarters fiscal personnel was held. Administrative personnel participated in eight Divisional office cities during which fiscal personnel from these and other Division, Districts, and Regional offices were trained. In addition, most DEA foreign offices were visited to provide necessary training in accounting procedures and expeditious processing while maintaining necessary controls to assure claimed expenses are proper and accurate. New procedures were initiated in effect during 1983 in order to comply with the Prompt Payment Act. Revised flashcard procedures were also implemented in effect during 1983 in order to comply with the Prompt Payment Act. Revised flashcard procedures were also implemented through electronic transfer.

the Management Analysis Section made significant strides in updating DEA's manual system. The first comprehensive update of the Control Manual has since been completed. A major revision of the Administrative Manual was initiated to track the changes that relate to the 1982 reorganization.

	1984 Appropriation Anticipated			1985 Base			1985 Estimate			Incre
	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.	WY	Amount	Perm. Pos.
Administrative services.....	147	138	\$8,405	143	138	\$8,679	143	134	\$8,679	...

Goal: Provide effective and efficient administrative support for all DEA elements in the area of personnel, health, development, equal employment opportunity, space and equipment, and general services.

#### Activities:

badly deteriorated and obsolete furniture and equipment of a nontechnical nature to DEA field offices.

adequate office space and special purpose facilities to meet DEA requirements.

an efficient and responsive contracting procurement program while increasing the level of participation of small, and firms that hire the handicapped.

permanent change of station orders and necessary support services to affected employees.

recruitment and staffing program responsive to the needs of the agency with full attention to the equal employment of minorities.

present methods and procedures through installation of a state-of-the-art automated personnel management system that will save time and services to the field.

Program Description: The Administrative Services program provides the necessary support services to enable the Drug Enforcement Administration to carry out its mission in the most effective and efficient manner possible.

DEA and all employees of the DEA are served by this program as follows:

Primary responsibilities in the personnel area include planning, developing, administering and evaluating the DEA personnel program. Objectives are accomplished through advertising vacancies consistent with the agency's merit promotion requirements; administering the Federal Equal Opportunity Recruitment program; conducting job audits and establishing new positions; providing incentive Awards Committee; conducting on-site evaluations of Personnel Management program and determining the extent of compliance; receiving adequate personnel services; monitoring the agency's application of discipline, and obtaining grievances where appropriate; administering an upward mobility program; providing advice and assistance to managers and employees in the performance appraisal system, and monitoring results of that system; providing administrative support required for the Merit Pay program; and administering a comprehensive program of developmental assignments to prepare qualified employees for executive and managerial roles.

Employees are served by a comprehensive health program. Examining physicians or medical groups are available throughout the United States for accomplishment of annual physical examinations. Liaison on essentially a daily basis is maintained with Department of State for our overseas program and with Department of Labor for job-related injuries or illnesses. Employees with acute medical or psychiatric problems are serviced by the Employee Assistance Program staffed by medical personnel at Headquarters and through contract personnel in field locations. In addition, DEA provides health unit support at field sites through participation in the Federal Employee Occupational Health Program.

Affirmative Action and Federal Equal Opportunity Recruitment Program Plans form the basis for coordination and definition of the major objectives. Personnel policies, practices and procedures are reviewed to ensure there is no adverse impact on minorities and women. The EEO Office works closely with the DEA Personnel Office to plan and implement special employment programs for managers and supervisors on their Affirmative Action program responsibilities. EEO specialists have responsibility for managing DEA's complaint system in order to process EEO complaints of discrimination in a timely manner. Recruitment and utilization of space are centrally managed. Requests for office space and identified space problems are processed and appropriate action taken.

Resources are controlled and maintained through a central vehicle management program to insure that existing and future resources are adequate and efficient, properly utilized and maintained, and replaced as necessary.

Space and equipment requests are carefully reviewed for need prior to authorization for procurement.

Stocks of office supplies and forms are maintained, printing and major duplicating services provided. Most art, photo and visual services are provided through in-house capabilities.

Purchases and requests for contracts for major DEA acquisitions are reviewed, evaluated, and processed. Permanent change of station orders are processed; and airline reservations and ticketing are obtained through a computerized terminal system.

Travel orders and visas are issued for DEA employees requiring same.

Comments and Workload: In 1982, over 300 alterations were made to office space at Headquarters, domestic field locations, and overseas offices. Eight major space projects were completed--six field offices were relocated and new space was acquired for two. As of March 1983, GSA has been requested to perform alterations affecting many areas at the Headquarters complex and at field locations.

Reduction of 13 percent in the number of contracts awarded to small and minority businesses was achieved in 1982. This represents a savings of \$2,593,000. Under the SBA 8(a) program, DEA anticipates exceeding the 1982 outlay in 1983 by approximately 10 percent.

Change of carrier selection for CONUS shipments was modified. Carriers are now chosen by DEA on the basis of satisfactory performance and lowest bid. This change will result in significant reductions in loss and damage claims, delays, and other services we have experienced under the previous method.

Other undertakings commenced in 1983 include total automation of the DEA furniture/equipment inventory system and



to aging furniture in use by DEA and lack of replacement funds, a major reconditioning effort was undertaken in 1981, and reupholster salvageable items. Approximately 314 items were refurbished thus expanding the life of the furniture and providing savings over replacement. There remain, however, many pieces that are in very poor condition. The cost of replacement would exceed the one-time repair factor making replacement the logical alternative to keep pace with DEA's needs.

In 1982, DEA undertook major efforts to research, develop, and implement revised personnel policies and procedures to improve recruitment and distribution of agents. One of these is in the area of agent recruitment. New "open" vacancy announcements for criminal investigator positions have been developed to track applications from the point of receipt to the selection and hiring process. This will facilitate follow-up, data gathering, and a variety of administrative functions as well as improved efficiency of administrative support.

Efforts have intensified in improving turn-around time in the processing of personnel actions such as promotion, within-division assignment, conversion, separation, and payroll problems. This will require modernization of support operations through the use of main functions as well as improved efficiency of administrative support.

EO policy statement aimed at providing equitable and maximum utilization of all DEA personnel was developed and disseminated to all employees. A mechanism for handling EEO responsibilities in the field divisions and laboratories was established in accordance with the organization, and considerable attention was focused on tracking and reporting on minority and women employment/promotion complaints and implementing special emphasis activities.

#### Priority Rankings

<u>Program</u>	<u>Base Program</u>	<u>Ranking</u>
Domestic Enforcement		1
Foreign Cooperative Investigations		2
Organized Crime Drug Enforcement		3
Diversions Control		4
Intelligence		5
ADP and Telecommunications		6
Technical Operations		7
DEA Laboratory Services		8
Records Management		9
Executive Direction		10
Administrative Services		11
DEA Training		12
Research and Engineering		13
Federal/State and Local Task Forces		14
State and Local Training		15
State and Local Laboratory Services		16

<u>Program</u>	<u>Program Increases</u>
Diversions Control	
Organized Crime Drug Enforcement	
Intelligence	
ADP Telecommunications	
Foreign Cooperative Investigations	

Salaries and expenses

Detail of Permanent Positions by Category  
Fiscal Years 1983 - 1985

Category	1983 Authorized	1984 Authorized	Transfers In	1985 Program Changes	1985 Total
ies (995).....	15	15	...	...	15
Appeals Series (930).....	1	1	...	...	1
ments Examining Series (963).....	12	12	...	...	12
stating Series (1810).....	193	193	...	...	193
stating Series (1811).....	1,878	1,939	274	-3	2,210
a Inspectors Series (1802).....	1	1	...	...	1
arious (regulations Group (001-099).....	14	14	...	...	14
Series (132-134).....	171	196	...	-4	192
quipment Group (200-299).....	66	66	...	...	66
n, Clerical, and Office Services Group* (300-399).....	1,217	1,248	63	23	1,334
cience Group (400-599).....	2	2	...	...	2
al Budget Group (500-599).....	131	131	...	...	131
al, and Public Health Group (600-799).....	4	4	...	...	4
and Architectural Group (800-899).....	25	25	...	...	25
and Arts Group (1000-1099).....	19	19	...	...	19
Industry Group (1100-1199).....	7	7	...	...	7
ences Group (other than Chemicals) (1300-1399).....	12	13	...	2	15
en (1320).....	140	152	...	...	152
Archives Group (1400-1499).....	3	3	...	...	3
and Statistics Group (1500-1599).....	6	6	...	...	6
acilities, and Services Group (1600-1699).....	2	2	...	...	2
roup (1700-1799).....	5	5	...	...	5
(2000-2099).....	24	24	...	...	24
on Group (2100-2199).....	5	5	...	...	5
.....	3,953	4,083	337	18	4,438
.....	963	995	...	-10	985
.....	2,717	2,795	337	39	3,171
.....	273	293	...	-11	282
.....	3,953	4,083	337	18	4,438

200 positions located in the Washington Metropolitan area.

Summary of Adjustments to Base  
(Dollars in thousands)

	Perm. Pos.	Work- years	Amount
.....	4,083	3,887	\$286,12
requested:			
supplemental requested:			Amount
ay costs.....			\$4,374
Contributions - Social Security (FICA).....			1
Contributions (FICA) - New employees.....			442
ts.....			77
Standards Act overtime revisions.....			20
bed.....			-614
supplemental.....	...	...	4,30
o anticipated.....	4,083	3,887	290,62
ases:			
ing from management initiatives			
GS-11 to GS-15 positions.....	...	...	-53
printing facilities.....	-4	-4	-15
Organized Crime Drug Enforcement.....	337	323	33,95
o Increases:			
al compensable day.....	...	...	68
on of 35 additional positions approved in 1984.....	...	9	29
o Increases.....	...	...	1,55
on of Retirement Contributions - Social Security (FICA).....	...	...	...
on of 1984 pay Increases.....	...	...	1,19
on of Retirement Contributions - (FICA) New employees.....	...	...	21
on of Medicare costs.....	...	...	3
its costs.....	...	...	10
oyees' Compensation Act (FECA) unemployment benefits.....	...	...	13

Federal Employees' Compensation Act (FECA) Writzen's compensation.....  
 GSA printing costs.....  
 Standard Level User Charges (SLUC).....  
 GSA recurring reimbursable services.....  
 Federal Telecommunications System (FTS).....  
 Full-Field Investigations.....  
 Automated Legal Research and Litigation Support services.....  
 Employee data and payroll services.....  
 General pricing level adjustment.....  
 Foreign allowances.....  
 Direct Administrative support (DAS).....  
 Total, uncontrollable increases.....

Decreases:

One Time purchase of 405 motor vehicles.....  
 Non-recurring items for 35 new positions authorized in 1984:  
   Purchase of motor vehicles for 6 agents positions.....  
   Purchase of technical equipment for 6 agents.....  
   Purchase of mobile/portable radios for 6 agents.....  
   Purchase of equipment for 35 positions.....  
   Background investigations for 35 positions.....  
   Basic entry level training for 6 agents.....  
   Foreign language training for 8 positions.....  
   Purchase of Laboratory equipment for 12 charlets.....  
 Non-recurring costs related to the 1984 Amendment.....  
 Move to 2400 M St.....  
 Total, decreases.....

1985 Base.....

Justification of Adjustments to Base  
(Dollars in thousands)

Savings resulting from management initiatives.....

1. Reduction of GS-11 to GS-15 positions.....

The Administrative directive to reduce GS-11 through GS-15 salaries through attrition and/or hiring freezes produces a net savings of \$532. This was accomplished through decreases of \$1,045 for GS-11 through GS-15 salaries and increases of \$513 for GS-1 through GS-10 salaries.

<u>Decreases</u>			<u>Increases</u>		
<u>Grade</u>	<u>Number</u>	<u>Salary</u>	<u>Grade</u>	<u>Number</u>	<u>Salary</u>
GS-15	1	\$49	GS-10	...	...
GS-14	5	206	GS-9	1	\$21
GS-13	11	384	GS-8	1	20
GS-12	13	381	GS-7	29	472
GS-11	1	25	Total	31	513
Total	31	1,045			

2. Reduction of printing facilities.....

The Administration has directed that smaller, less efficient satellite printing plants be consolidated in larger more efficient plants. In addition, printing will be contracted out to private vendors when lower per page costs can be achieve. The expected savings for this account are \$155.

compensable day.....	...	...	68
Salary rate for Federal employees is based on 260 paid days. Fiscal year 1985 has compensable day than 1984. (Permanent personnel compensation \$160,088,000 + 260 and 1,000 = \$688,000.)			
on of additional positions approved in 1984.....	...	9	29
for the annualization of 35 additional positions approved in 1984.			
	Approved 1984 Increases	Annualization Required	
Salary rate of 35 approved positions.....	\$1,015,000	...	
Annual compensation.....	29,000	\$7,000	
(25 percent).....	261,000	261,000	
Annualization.....	783,000	268,000	
Employee benefits.....	99,000	25,000	
Subject to annualization.....	882,000	291,000	
Increases.....	...	...	1,552
provides for an expected increase in the cost of within-grade increases. This is generally consistent with increases experienced in recent years and is only one percent above the base for compensation and related benefits for permanent (Personnel compensation \$1,408,000 and benefits \$144,000 = \$1,552,000).			
on of 1984 pay increases.....	...	...	\$1,312
for the annualization of the January 8, 1984 pay increase contained in Executive Order dated December 30, 1983. There are 260 compensable days in 1984 and 71 paid days (1983 through January 7, 1984) were not included in the pay raise amount of \$116,000. Additionally, \$116,000 of the request was absorbed. The calculation of the amount for annualization is:			
10 X annual amount of pay raises.....	\$1,075		
Absorption of pay.....	116		
Annualization.....	1,191		
on of Retirement Contributions - Social Security (FICA).....	...	...	
for the full funding for Social Security contributions where the base on which is calculated increased from \$35,700 to \$37,800 effective January 1, 1984.			
on of Retirement Contributions - (FICA) new employees.....	...	...	21
for a quarter's funding to fully satisfy the anticipated costs necessary to pay Social Security and Civil Service Retirement for new Federal employees hired after January 1, 1983, to replace those lost through attrition. Three quarters of this requirement in 1984. The requested increase of \$218,000 includes \$65,000 absorbed in 1984.			
on of Medicare costs.....	...	...	3
for full funding for Medicare computations where the base on which earnings are calculated increased from \$35,700 to \$37,800 effective January 1, 1984. The Medicare payment for all employees. Three quarters of this requirement was funded in 1984. The increase of \$38,000 includes \$15,000 absorbed in 1984.			
Health costs.....	...	...	10
Employees' Health Benefits Act (P.L. 93-246) provided that the Government's share of health insurance would be 60 percent of the total rate commencing in 1975. Effective for the pay period after January 1, 1983, the Government's contribution to health insurance increased approximately 20 percent due to both carrier rate increases and changes in enrollment. The requested increase includes \$100,000 for increased rates over the 1984 budgeted \$56,000.			

9. Federal Employees' Compensation Act (FECA) - Unemployment Benefits.....

No increase for unemployment compensation is expected in 1985. However, there will be a redistribution of estimates based on actual benefits paid in a representative fiscal quarter. This redistribution will increase the 1984 charge of \$23,000 to \$159,000.

10. Federal Employees' Compensation Act (FECA) - Workers' Compensation.....

This increase reflects the billing provided by the Department of Labor for the actual costs in 1983 of employees' accident compensation. The 1985 amount will be \$3,372,000 or \$104,000 over the 1984 estimate.

11. GPO printing costs.....

The Government Printing Office (GPO) is currently projecting a five percent increase over the 1984 printing cost of \$560,000. An additional \$28,000 will be required in 1985.

12. Standard level user charges (SLUC).....

P.L. 92-313, Public Building Amendment Act of 1972, authorizes and directs the Administrator of the General Services Administration (GSA) to charge for the use of furnished space. Although GSA has delegated the authority of certain building maintenance functions to the Department, organizations will continue to pay the basic SLUC fee out of which the Justice Building Service is funded. A 1985 increase of \$6,314,000 over the 1984 base of \$18,559,000 is requested. The increase reflects the Administration policy of costing the 1985 square footage at GSA established 1984 rates.

13. GSA recurring reimbursable services.....

Reimbursable payments are made to GSA for heating, ventilation and air conditioning provided in excess of normal working hours. Also, in 1985 GSA will be reimbursed for all guard services. An increase of 15 percent in 1985 based on 1984 costs of \$3,355,000 plus the estimated \$.30 per square foot cost for guard service yields an uncontrollable increase of \$1,056,000.

14. Federal Telecommunications System (FTS).....

The FTS increase reflects the advance billing provided to the Department of Justice by the General Services Administration. In 1985, the uncontrollable increase will be \$422,000 over the 1984 base of \$2,827,000.

15. Full-field investigations.....

The Office of Personnel Management (OPM) has notified users of a seven percent increase in the standard rate charged for each full-field investigation over the 1983 base cost of \$1,450. The uncontrollable increase is calculated on average accession rate of 422 persons per year for a total cost of \$42,000.

16. Automated legal research and litigation support services.....

Centralized JURIS, litigation support, and case management services are available for all departmental organizations through the Departmental Working Capital Fund (WCF). The WCF is projecting an increase of 32 percent over the 1984 costs of \$20,000. An additional \$6,000 will be required in 1985. An increase of this magnitude is necessary since no uncontrollable increase has been included since the establishment of these services in 1978.

17. Employee data and payroll services.....

Centralized employee data and payroll services are provided to most departmental organizations. Charges for these services, which include information systems maintenance and payroll accounting, are based on the number of employees paid. The rate of \$120.94 per employee in 1984 has been raised to \$145.00 for 1985. The uncontrollable increase of \$108,000 is based on an average on-board figure of 4,482.

18. General pricing level adjustment.....

This request applies OMB pricing guidance as of December 1983 to selected expense categories. The increased costs identified result from applying a factor of 4.9 percent against those sub-object classes where the prices that the Government pays are established through the

the 1983 estimates.	...	...	\$2
allowances.	...	...	
for Government employees in foreign areas are determined by the Department of State. The Department anticipates a 5 percent increase in 1985. The requested \$241,000 provides 5 percent more than the \$4,771,000 budgeted for 1984.	...	...	
Administrative Support (DAS).	...	...	3
Foreign Affairs Administrative Support (FAAS) an annual charge is made by the Department of State for Administrative support items, the amount of this charge is determined by the Department of State. The Department of State advises that a 15 percent increase in 1985 is anticipated. The increase of \$362,000 is based on a 1984 base of \$2,414,000.	...	...	
controllable increases.	...	9	15,7
Public non-policy):	...	...	
purchase of 193 motor vehicles (funding for second phase of replacement catch up [212 vehicles been retained in the base]).	...	...	-1,6
ing items for 35 new positions authorized in 1984.	...	...	-9
of motor vehicles for 6 positions requested in 1984 (\$59,000).	...	...	
of technical investigative equipment for 6 agents requested in 1984 (\$3,000).	...	...	
of mobile/portable radios for 6 agents requested in 1984 (\$28,000).	...	...	
of operating equipment for 35 positions requested in 1984 (\$32,000).	...	...	
of investigations for 35 positions requested in 1984 (\$54,000).	...	...	
of language training for 6 agents requested in 1984 (\$22,000).	...	...	
of language training for 8 overseas positions (\$99,000).	...	...	
of laboratory equipment for 12 chemists requested in 1984 (\$648,000).	...	...	
g costs related to the 1984 Amendment.	...	...	-\$
requested Amendment provides for the acquisition of five long-range aircraft; the remaining funding provides the capability to operate and maintain the new	...	...	
f the Operations and Support Division of the Office of Information to 2400 M., along with all of DEA's computers, related equipment, and Operations	...	...	
increases.	...	...	
adjustments to base.	...	...	

GS-13.....	28	\$322	-11	-1620	-23	-\$1,421	-70	-\$1,491
GS-12.....	...	...	...	...	...	...	...	...
GS-11.....	...	...	...	...	...	...	...	...
GS-10.....	...	...	...	...	8	162	8	168
GS-9.....	...	...	...	...	...	...	9	287
GS-8.....	7	93	...	...	...	...	10	149
Total positions and related rate.....	35	915	-11	-570	-15	-1,259	7	-927
Other personnel dispositions.....	...	142	...	...	...	...	...	...
Net (-).....	-3	-55	11	...	20	...	23	...
Total wages and personnel.....	32	1,002	...	-120	5	-1,259	30	-927
Personnel benefits.....	...	166	...	...	...	9	...	62
Travel and transpor- tation of persons.....	...	59	...	521	...	50	...	54
Travel and transpor- tation of things.....	...	187	...	...	...	1	...	...
Standard level wage changes (SUCC).....	...	168	...	...	...	12	...	154
Commodities, utilities, and other real.....	...	67	...	525	...	17	...	100
Printing and reproduction.....	...	3	...	...	...	2	...	16
Other services.....	...	352	...	1,350	...	33	...	165
Supplies and materials.....	...	65	...	479	...	14	...	13
Equipment.....	...	166	...	...	...	9	...	99
Total wages and dispositions, 1984.....	32	2,401	...	2,155	5	-1,112	61	-251

**Summary of Requirements by Grade and Object**  
(Dollars in thousands)

Grades and salary ranges	1984 Estimate		Pos Wor
	Positions & Workyears	Amount	
Executive Level V, \$66,000.....	1		
Executive Level III, \$66,000.....	1		
GS-18, \$66,000.....	3		
GS-17, \$66,000.....	12		
GS-16, \$58,938-66,000.....	36		
GS/GM-15, \$50,252-65,327.....	98		
GS/GM-14, \$42,722-55,538.....	431		
GS/GM-13, \$36,152-46,997.....	972		
GS-12, \$30,402-39,519.....	1,255		
GS-11, \$25,366-32,980.....	93		
GS-10, \$23,088-30,018.....	3		
GS-9, \$20,965-27,256.....	86		
GS-8, \$18,981-24,678.....	54		
GS-7, \$17,138-22,277.....	171		
GS-6, \$15,423-20,049.....	345		
GS-5, \$13,837-17,986.....	417		
GS-4, \$12,367-16,075.....	84		
GS-3, \$11,017-14,320.....	3		
Ungraded positions.....	18		
Total, appropriated positions.....	4,083	\$137,660	
Pay above stated annual rates.....			
Lapses.....	-196	-3,742	
Savings due to lower pay scales.....	...	-1,191	
Net permanent.....	3,887	132,727	
Average Executive Service salary.....		66,000	
Average GS/GM salary.....		34,147	
Average GS/GM grade.....		10.80	

Drug Enforcement Administration

Salaries and Expenses

Summary of Requirements by Grade and Object Class  
(Dollars in thousands)

	<u>1984 Estimate</u>		<u>1985 Estimate</u>		<u>Increase/Decrease</u>	
	<u>Workyears</u>	<u>Amount</u>	<u>Workyears</u>	<u>Amount</u>	<u>Workyears</u>	<u>Amount</u>
positions.....	3,887	\$132,727	4,287	\$144,843	400	\$12,116
other than permanent:						
permanent.....	10	128	10	128	...	...
employment.....	25	370	25	370	...	...
part-time and intermittent employment...	20	260	20	260	...	...
personnel compensation:						
.....	20	770	22	885	2	115
relatively uncontrollable overtime.....	473	10,775	510	12,133	37	1,358
compensation.....	...	1,158	...	1,340	...	182
years and personnel compensation.....	4,435	146,188	4,874	159,959	439	13,771
benefits.....		25,608		28,528		2,920
transportation of persons.....		9,809		12,520		2,711
protection of things.....		2,488		2,760		272
level user charges.....		16,414		24,982		8,568
communications, utilities, and other rent.....		16,106		19,865		3,759
reproduction.....		1,148		1,221		73
supplies.....		43,060		55,954		12,894
materials.....		7,646		9,214		1,568
travel.....		24,092		19,526		-4,566
tools and indemnities.....		125		125		...
investigations.....		292,684		334,654		41,970
unexpended balance, available, start of year.....		-2,061		...		...
requirements.....		290,623		334,654		44,031
allocations to outlays:						
incurred, net.....		292,684		334,654		41,970
balance, start-of-year.....		34,153		40,071		5,918
balance, end-of-year.....		-40,071		-46,909		-6,838
.....		286,766		327,816		41,050



## OPENING STATEMENT

Mr. DWYER. We are pleased to have with us again the Director of the Drug Enforcement Administration, Mr. Francis Mullen, to present the budget request. You have a prepared statement, but please proceed in your own way, Mr. Mullen.

Mr. MULLEN. Mr. Chairman, I have a very short prepared statement. I am accompanied today by Deputy Administrator John Lawn, who is sitting to my right. I will read this very short statement and answer any questions you may have.

I am certainly pleased to appear again before this subcommittee to discuss the Drug Enforcement Administration budget and how it relates to our mission, our accomplishments, and our plans for fiscal year 1985.

The sale of narcotics is the single most profitable venture undertaken by criminal enterprises. Because of this, one of the most effective means of crippling organized crime is to take vigorous enforcement action against drug traffickers, which results in the loss of these profits.

DEA is the lead law enforcement agency responsible for investigating drug trafficking within the U.S. and the sole U.S. agency authorized to investigate drug trafficking overseas. Additionally, DEA is the only agency with authority to regulate and monitor the manufacture and distribution of legal drugs. It also has the lead role in the development of narcotics intelligence.

The assignment of concurrent jurisdiction to the FBI for drug law violation investigations has provided us with enhanced flexibility in attacking the drug trade. By March 19, 1984, the number of cooperative DEA/FBI investigations had increased from 12 in July of 1981 to 751. Valuable expertise in the areas of wiretaps, financial investigations, organized crime, and public corruption has been shared by both agencies.

Additionally, both agencies' information/intelligence data bases have been expanded, and forensic laboratory support has increased.

## 1983 ACCOMPLISHMENTS

In fiscal year 1983, DEA averaged approximately 1,000 arrests and 800 convictions per month. This figure includes DEA-assisted State and local arrests and convictions.

Domestic heroin and cocaine seizures increased by 32.7 percent and 53 percent respectively over 1982 seizures. Two hundred and forty clandestine laboratories were seized and marijuana seizures dropped slightly—three percent—in the same period.

The Domestic Marijuana Eradication Program was expanded from 25 to 40 States. Increased efforts were directed into the eradication of domestic marijuana, and it is estimated that close to four million plants were destroyed by local law enforcement agencies. DEA actively supports State and local jurisdictions engaged in marijuana eradication efforts by contributing funding, training and investigative and aerial support.

Last year this program included the use of the herbicide paraquat on marijuana fields. It was used to eradicate marijuana in Georgia and in Kentucky.

herbicides. We are proceeding to develop the EIS. Four public "scoping" meetings took place in January in Atlanta, Denver, Spokane, and Washington, D.C. They provided a forum for public input on the scope of the issues and alternatives to be examined in an EIS. We are determined to continue aggressive eradication efforts, even if it has to be done manually.

Since March 1982, DEA has participated in the South Florida Task Force under a Florida Joint Task Group. For the period March 1982 to September 1983, these efforts have resulted in over 1,600 arrests and a total of \$22,579,340 in asset seizures.

DEA personnel are also actively involved in the 12 Organized Crime Drug Enforcement Task Forces, OCDETF. These task forces are focused on those levels of organized crime drug trafficking enterprises that direct, supervise and finance the illicit drug trade.

Another cooperative effort with State and local law enforcement personnel is our State and Local Task Force program. This program, in contrast to the OCDETF effort, is aimed at the mid-level violator. Currently there are 22 formal operational DEA/State and local task forces across the country and in Guam. These task forces have an overall conviction rate of 98 percent, and have consistently resulted in over 2,000 arrests per year.

#### INTERNATIONAL DRUG ISSUES AND INTELLIGENCE

Although our domestic enforcement efforts against drug trafficking have resulted in demonstrable progress, it is important to also address the worldwide nature of this problem.

Drug control is an international issue. Source and transit countries that previously did not have abuse problems have recently begun to develop severe internal drug addiction problems. We support numerous host country efforts to investigate drug trafficking organizations, and to interdict drugs at the source, and have had some notable successes.

The Foreign Cooperative Investigations program motivates and assists foreign countries in the development of drug law enforcement and other programs. An important aspect of this program is the development of substantive enforcement and intelligence exchanges.

Internationally, DEA has been instrumental in persuading foreign governments to control the production and distribution of dangerous pharmaceuticals. By the end of fiscal year 1983, all known major European source countries, as well as the Peoples' Republic of China, had ceased or reduced methaqualone production, and had placed strict controls on its exportation.

These initiatives, and the reduction of the methaqualone import quota, have resulted in a decline in injuries attributable to methaqualone abuse in the U.S.

DEA's intelligence program provides drug trafficking information to the law enforcement community, and manages the El Paso

Intelligence Center (EPIC). Forty-eight States now participate in EPIC, and it is the tactical link between the South Florida Task Force, OCDETF, State and local task forces, DEA, FBI, Customs, the Coast Guard, and other Federal agencies.

#### BUDGET INITIATIVES

This budget request for fiscal year 1985 is for a total of \$334,654,000 and 4,438 permanent positions—2,210 agents. These amounts include the transfer of Organized Crime Drug Enforcement (OCDE) resources as part of DEA's direct appropriations—\$33,833,000, 337 positions, net program changes—\$6,352,000, 22 positions, and net uncontrollable changes—\$3,846,000 and minus four positions.

These changes can be summarized as follows:

An increase of 35 permanent positions—28 agents—and \$2,401,000 in funding is requested for the Organized Crime Drug Enforcement program to establish an additional Organized Crime Drug Enforcement task force in Florida, the Virgin Islands and Puerto Rico.

An increase of \$2,775,000 in funding is requested for the Foreign Cooperative Investigations program to provide for 15 additional Special Enforcement Operations (SEOs), and the establishment of 23 Special Field Intelligence Programs (SFIPs).

An increase of 8 permanent positions and \$232,000 in funding is requested for the Diversion Control program to process the increased volume of drug reviews for scheduling.

An increase of 36 permanent positions and \$1,292,000 in funding is requested for the Intelligence program. This includes 23 positions and \$714,000 to ensure that DEA has the capability to interact more fully with the intelligence community, and 13 positions and \$578,000 to provide intelligence support to the OCDE task forces.

An increase of 8 permanent positions and \$3,270,000 in funding is requested for the Support Operations program to be used for ADP/telecommunications initiatives.

The overall emphasis of DEA's enforcement program is on the flexibility to respond to changing situations and to bring special expertise to bear on problems. This involves the maintenance of enhanced working relationships with other Federal, State and local agencies. We shall continue to stress the importance of such coordinated and cohesive interagency efforts.

This concludes my statement, Mr. Chairman. I shall be pleased to answer any questions you or other members of the subcommittee might have.

[The information follows:]

DEPARTMENT OF JUSTICE

DRUG ENFORCEMENT ADMINISTRATION

STATEMENT OF FRANCIS M. MULLEN, JR., ADMINISTRATOR  
DRUG ENFORCEMENT ADMINISTRATION, BEFORE THE HOUSE  
APPROPRIATIONS SUBCOMMITTEE ON THE  
DEPARTMENTS OF COMMERCE, JUSTICE, AND STATE,  
THE JUDICIARY, AND RELATED AGENCIES

I AM PLEASED TO APPEAR AGAIN BEFORE THIS SUBCOMMITTEE TO DISCUSS THE DRUG ENFORCEMENT ADMINISTRATION (DEA) BUDGET AND HOW IT RELATES TO OUR MISSION, OUR ACCOMPLISHMENTS, AND OUR PLANS FOR FISCAL YEAR 1985.

PRESIDENT REAGAN HAS REPEATEDLY AND CLEARLY STATED HIS INTENTION TO END THE DRUG MENACE AND CRIPPLE ORGANIZED CRIME. THIS INCLUDES NOT ONLY THE TRADITIONAL SYNDICATES, SUCH AS LA COSA NOSTRA, BUT ALSO NEWER CRIMINAL ENTERPRISES, SUCH AS THE COLOMBIAN "COCAINE COWBOYS", OUTLAW MOTORCYCLE GANGS, AND SOUTHEAST ASIAN GROUPS. TOGETHER, THESE ORGANIZED SYNDICATES CONSTITUTE MAJOR CRIMINAL ENTERPRISES WITH SIGNIFICANT OVERSEAS CONNECTIONS.

...SINCE MOST PROFITABLE VENTURE UNDERTAKEN  
BY CRIMINAL ENTERPRISES. THESE PROFITS ARE THEN USED TO FINANCE  
OTHER CRIMINAL ACTIVITIES. BECAUSE OF THIS, ONE OF THE MOST  
EFFECTIVE MEANS OF CRIPPLING ORGANIZED CRIME IS TO TAKE VIGOROUS  
ENFORCEMENT ACTION AGAINST DRUG TRAFFICKERS WHICH RESULTS IN THE LOSS  
OF THESE PROFITS.

SINCE 1973, DEA HAS BEEN THE LEAD LAW ENFORCEMENT AGENCY RESPONSIBLE  
FOR INVESTIGATING U.S. DRUG LAW VIOLATIONS, AND THE SOLE U.S. AGENCY  
AUTHORIZED TO INVESTIGATE DRUG TRAFFICKING OVERSEAS. ADDITIONALLY,  
DEA IS THE ONLY AGENCY WITH AUTHORITY TO REGULATE AND MONITOR THE  
MANUFACTURE AND DISTRIBUTION OF LEGAL DRUGS. IT ALSO HAS THE LEAD  
ROLE IN THE DEVELOPMENT OF NARCOTICS INTELLIGENCE.

AS THE LEAD AGENCY FOR DRUG ENFORCEMENT, DEA PLAYS A CRUCIAL ROLE IN  
THIS ADMINISTRATION'S CAMPAIGN AGAINST ORGANIZED CRIME AND DRUG  
TRAFFICKING. DURING THE PAST FISCAL YEAR, WE HAVE TAKEN TREMENDOUS  
STRIDES IN EFFECTING A UNIFIED, SUSTAINED ASSAULT AGAINST THE  
ILLCIT DRUG TRAFFIC, BOTH DOMESTICALLY AND ABROAD. WE HAVE  
MAINTAINED CLOSE WORKING RELATIONSHIPS WITH OTHER FEDERAL AGENCIES,  
IG THE FEDERAL BUREAU OF INVESTIGATION (FBI), THE U.S.  
THE COAST GUARD, THE NAVY, THE AIR FORCE, THE  
TOBACCO, AND FIREARMS (BATF), AND THE INTERNAL  
REVENUE SERVICE (IRS), WITH NUMEROUS STATE AND LOCAL AGENCIES, AND  
ALSO WITH FOREIGN ENFORCEMENT ENTITIES.

ESOURCES WHICH RESULTED FROM THE 1982  
TURISDICTION TO THE FBI FOR DRUG LAW  
IAS PROVIDED US WITH ENHANCED FLEXIBILITY  
TRADE. FBI SUPPORT OF OUR ENFORCEMENT MISSION  
IN IMPRESSIVE TEAMWORK. BY MARCH 19, 1984,  
ATIVE DEA/FBI INVESTIGATIONS HAD INCREASED FROM  
3 751. VALUABLE EXPERTISE

SPECIALIZED NARCOTICS TRAINING. DEA AGENTS HAVE ALSO RECEIVED TRAINING REGARDING THE FBI MISSION AND SERVICES. ADDITIONALLY, BOTH AGENCIES' INFORMATION/INTELLIGENCE DATA BASES HAVE BEEN EXPANDED, AND FORENSIC LABORATORY SUPPORT HAS INCREASED.

MUCH HAS BEEN ACCOMPLISHED AS A RESULT OF THIS HEIGHTENED EFFICIENCY, AND AS A CONSEQUENCE OF THE COOPERATION PROVIDED BY STATE, LOCAL, AND OTHER FEDERAL AGENCIES. MUCH STILL REMAINS TO BE DONE.

IN FY 1983, DEA AVERAGED APPROXIMATELY 1,000 ARRESTS AND 800 CONVICTIONS PER MONTH. THIS FIGURE INCLUDES DEA-ASSISTED STATE AND LOCAL ARRESTS AND CONVICTIONS. DOMESTIC DRUG SEIZURES WERE AS FOLLOWS: HEROIN SEIZURES INCREASED IN 1983 FROM 230.8 KILOS TO 306.4 KILOS. SEIZURES OF COCAINE INCREASED FROM 4,946.5 KILOS TO 7,569.3 KILOS. MARIJUANA SEIZURES DECREASED SLIGHTLY FROM 1,074,338.9 KILOS TO 1,044,648 KILOS. INCREASED EFFORTS WERE DIRECTED INTO THE ERADICATION OF DOMESTIC MARIJUANA. IT IS ESTIMATED THAT CLOSE TO FOUR MILLION PLANTS WERE DESTROYED IN FY 1983 BY LOCAL LAW ENFORCEMENT AGENCIES. ALSO DURING THE PAST YEAR, 234 CLANDESTINE LABORATORY SEIZURES WERE REPORTED TO DEA, OF WHICH 182 WERE THE RESULT OF DEA INVESTIGATIONS AND 52 WERE THE RESULT OF STATE AND LOCAL EFFORTS. INCLUDED IN THE SEIZURES WERE 94 METHAMPHETAMINE AND 33 PCP LABORATORIES.

IN 1983, THE DOMESTIC MARIJUANA ERADICATION/SUPPRESSION PROGRAM WAS EXPANDED FROM 25 TO 40 STATES. UNDER THIS PROGRAM, DEA ACTIVELY SUPPORTS STATE AND LOCAL JURISDICTIONS ENGAGED IN MARIJUANA ERADICATION AND SUPPRESSION EFFORTS BY CONTRIBUTING FUNDING, TRAINING, AND INVESTIGATIVE AND AERIAL SUPPORT. ONE MEASURE OF THE SUCCESS OF THIS INITIATIVE IS, THAT TO AVOID AERIAL DETECTION, THERE

DECREASE IN THE NUMBER OF GREENHOUSES USED FOR CULTIVATION.

AN IMPORTANT ASPECT OF THIS PROGRAM IN 1983 WAS THE USE OF THE HERBICIDE PARAQUAT ON MARIJUANA FIELDS. PARAQUAT WAS USED TO ERADICATE MARIJUANA ON FEDERAL LANDS IN GEORGIA AND KENTUCKY DURING AUGUST 1983. THIS RESULTED IN COURT CHALLENGES BY THE NATIONAL ORGANIZATION FOR THE REFORM OF MARIJUANA LAWS AND BY THE SIERRA CLUB TO ENJOIN DEA FROM FURTHER USE OF PARAQUAT ON FEDERAL LANDS. AS A RESULT OF THE COURT PROCEEDINGS, DEA AGREED TO THE PREPARATION OF AN ENVIRONMENTAL IMPACT STATEMENT (EIS) PRIOR TO ANY CONTINUED USE OF HERBICIDES. WE ARE PROCEEDING TO DEVELOP THE EIS. FOUR PUBLIC "SCOPING" MEETINGS TOOK PLACE IN JANUARY IN ATLANTA, DENVER, SPOKANE, AND WASHINGTON, D.C.. THEY PROVIDED A FORUM FOR PUBLIC INPUT ON THE SCOPE OF THE ISSUES AND ALTERNATIVES TO BE EXAMINED IN AN EIS. WE ARE DETERMINED TO CONTINUE AGGRESSIVE ERADICATION EFFORTS EVEN IF IT HAS TO BE DONE MANUALLY.

SINCE MARCH 1982, DEA HAS PARTICIPATED IN THE SOUTH FLORIDA TASK FORCE ALONG WITH CUSTOMS, BATF, INS, AND THE COAST GUARD. DEA AND CUSTOMS PARTICIPATE IN THIS PROGRAM UNDER A FLORIDA JOINT TASK GROUP WHICH CONDUCTS BOTH PRE- AND POST-DRUG SMUGGLING INVESTIGATIONS, AS WELL AS FINANCIAL INVESTIGATIONS IN THE STATE OF FLORIDA. FOR THE PERIOD 3/82 TO 9/83, THESE EFFORTS HAVE RESULTED IN 1,677 ARRESTS, 1,043 DRUG SEIZURES, AND A TOTAL OF \$22,579,340 IN ASSET SEIZURES.

TWO OTHER COOPERATIVE VENTURES AGAINST MARIJUANA AND COCAINE TRAFFICKING IN THE CARIBBEAN IN WHICH WE ARE PARTICIPATING ARE OPERATION BAT IN THE BAHAMAS, TURK/CAICOS ISLANDS, AND THE ANTILLES, AND OPERATION TRAMPA II IN THE CARIBBEAN AND THE GULF OF MEXICO.

DEA IS ALSO ACTIVELY

INVOLVED IN THE 12 ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCES (OCDETF). THESE TASK FORCES ARE FOCUSED ON THOSE LEVELS OF ORGANIZED CRIME DRUG TRAFFICKING ENTERPRISES THAT DIRECT, SUPERVISE, AND FINANCE THE ILLICIT DRUG TRADE. BY THE END OF NOVEMBER 1983, 274 DEA AGENTS HAD ACTIVELY PARTICIPATED IN 317 OCDETF CASES, 773 ARRESTS HAD BEEN MADE, 180 INDIVIDUALS HAD BEEN CONVICTED, AND APPROXIMATELY \$25.8 MILLION DOLLARS IN TRAFFICKER ASSETS HAD BEEN SEIZED. BECAUSE THESE TASK FORCES ARE FOCUSED ON THOSE LEVELS OF TRAFFICKING ORGANIZATIONS THAT ACTUALLY DIRECT AND FINANCE OPERATIONS, THEIR SUCCESSES CAN HAVE PARALYZING EFFECTS ON THESE COMPONENTS OF ORGANIZED CRIME.

ANOTHER COOPERATIVE EFFORT WITH STATE AND LOCAL LAW ENFORCEMENT PERSONNEL IS OUR STATE AND LOCAL TASK FORCE PROGRAM. THIS PROGRAM, IN CONTRAST TO THE OCDETF EFFORT, IS AIMED AT THE MID-LEVEL VIOLATOR. CURRENTLY THERE ARE OVER 20 FORMAL OPERATIONAL DEA/STATE AND LOCAL TASK FORCES IN METROPOLITAN AREAS, INCLUDING GUAM. THESE TASK FORCES HAVE AN OVERALL CONVICTION RATE OF 98% AND HAVE CONSISTENTLY RESULTED IN OVER 2,000 ARRESTS PER YEAR. ABOUT 30% OF THESE ARRESTS ARE IN CLASS I AND II CASE CATEGORIES.

IN ORDER TO STRENGTHEN STATE AND LOCAL EFFORTS AGAINST DRUG TRAFFICKING ORGANIZATIONS, DEA ALSO PROVIDES TRAINING TO STATE AND LOCAL LAW ENFORCEMENT OFFICERS. APPROXIMATELY 5,000 OFFICERS PER YEAR ARE TRAINED THROUGH THE ACADEMY AT GLYNCO, GEORGIA AND BY DEA DIVISION TRAINING OFFICERS.

ALTHOUGH OUR DOMESTIC ENFORCEMENT EFFORTS AGAINST DRUG TRAFFICKING HAVE RESULTED IN DEMONSTRABLE PROGRESS, IT IS IMPORTANT TO ALSO ADDRESS THE WORLD-WIDE NATURE OF THIS PROBLEM. CONTROLLING DRUGS WITHIN THE SOURCE COUNTRY, OR AS CLOSE TO THE SOURCE AS POSSIBLE, IS



DRUG CONTROL IS AN INTERNATIONAL ISSUE. SOURCE AND TRANSIT COUNTRIES THAT PREVIOUSLY DID NOT HAVE ABUSE PROBLEMS HAVE RECENTLY BEGUN TO DEVELOP SEVERE INTERNAL DRUG ADDICTION PROBLEMS. TERRORISM, CRIME, VIOLENCE, AND ECONOMIC DISRUPTION ARE AFFECTING THE DRUG SOURCE COUNTRIES, AS THEY HAVE AFFECTED SOME OF THE COUNTRIES WHERE DRUGS ARE ABUSED.

DEA HAS LONG ENLISTED THE COOPERATION OF SOURCE AND TRANSIT COUNTRIES TO ELIMINATE ILLICIT DRUG PRODUCTION, TRAFFICKING, AND THE DIVERSION OF LICIT DRUGS INTO ILLICIT CHANNELS. WE SUPPORT NUMEROUS HOST COUNTRY EFFORTS TO INVESTIGATE DRUG TRAFFICKING ORGANIZATIONS AND TO INTERDICT DRUGS AT THE SOURCE. WE HAVE HAD SOME NOTABLE SUCCESSES, ESPECIALLY IN OUR DIVERSION CONTROL AND OUR FOREIGN COOPERATIVE INVESTIGATIONS PROGRAMS.

THE FOREIGN COOPERATIVE INVESTIGATIONS PROGRAM MOTIVATES AND ASSISTS FOREIGN COUNTRIES IN THE DEVELOPMENT OF DRUG LAW ENFORCEMENT AND ANCILLARY PROGRAMS. IN FY 1983, AS A RESULT OF THESE EFFORTS, THERE WERE 1,250 COOPERATIVE ARRESTS OF INTERNATIONAL DRUG TRAFFICKERS, SEIZURES OF 2,368 KILOS OF HEROIN AND 7,819 KILOS OF COCAINE, IMPLEMENTATION OF 30 SPECIAL FIELD INTELLIGENCE PROGRAMS, AND TRAINING OF 1,240 FOREIGN GOVERNMENT OFFICIALS IN DRUG ENFORCEMENT METHODS. AN IMPORTANT ASPECT OF THIS PROGRAM IS THE DEVELOPMENT OF SUBSTANTIVE ENFORCEMENT AND INTELLIGENCE EXCHANGES.

ECIAL PROGRAMS TO CONTROL DIVERSION OF LICIT CONTROLLED ES INTO THE ILLICIT MARKET OPERATE EFFECTIVELY AND HAVE A MPACT ON THE OVERALL DIVERSION PROBLEM. WE HAVE BEEN IN PERSUADING FOREIGN GOVERNMENTS TO CONTROL THE ISTRIBUTION OF DANGEROUS PHARMACEUTICALS. BY THE ALL KNOWN MAJOR EUROPEAN SOURCE COUNTRIES

EXPORTATION. THIS, AND THE REDUCTION OF THE METHAQUALONE IMPORT QUOTA, HAS RESULTED IN A DRAMATIC DECLINE IN THE U.S. IN INJURIES ATTRIBUTABLE TO METHAQUALONE ABUSE. THIS TREND IS EXPECTED TO CONTINUE.

DEA'S INTELLIGENCE PROGRAM PROVIDES ADEQUATE, TIMELY, AND RELIABLE INTELLIGENCE REGARDING DRUG TRAFFICKING TO THE LAW ENFORCEMENT COMMUNITY. IN FY 1983, WE ESTABLISHED A SPECIAL INTELLIGENCE UNIT TO COORDINATE INTELLIGENCE COMMUNITY INFORMATION. CURRENTLY, THE EL PASO INTELLIGENCE CENTER'S (EPIC) FACILITIES ARE BEING UPGRADED TO MORE EFFECTIVELY PROCESS AND STORE THIS INFORMATION. FORTY-EIGHT STATES NOW PARTICIPATE IN EPIC, AND IT IS NOW THE TACTICAL LINK BETWEEN THE SOUTH FLORIDA TASK FORCE, OCDETF, STATE AND LOCAL TASK FORCES, DEA, FBI, CUSTOMS, THE COAST GUARD, AND OTHER FEDERAL AGENCIES.

THIS BUDGET REQUEST FOR FY 1985 IS FOR A TOTAL OF \$334,654,000, 4,438 PERMANENT POSITIONS (2,210 AGENTS), AND 4,287 FULL-TIME EQUIVALENT WORKYEARS. THESE AMOUNTS INCLUDE THE TRANSFER OF ORGANIZED CRIME DRUG ENFORCEMENT (OCDE) RESOURCES AS PART OF DEA'S DIRECT APPROPRIATION (\$33,833,000, 337 POSITIONS, AND 323 FTE), NET PROGRAM CHANGES (\$6,352,000, 22 POSITIONS, AND 72 FTE), AND NET UNCONTROLLABLE CHANGES (\$3,846,000, 5 FTE, AND -4 POSITIONS).

THIS REQUEST CONTINUES THE MOMENTUM OF THE DRIVE AGAINST ORGANIZED CRIME AND DRUG TRAFFICKING. IN SO DOING, DEA CONTINUES TO STRESS THE OCDE EFFORT, THE ELIMINATION OF PRODUCTION IN SOURCE COUNTRIES, AND PARTICIPATION IN THE ADMINISTRATION'S INTENSIFIED INTERDICTION EFFORTS. THIS BUDGET REQUEST PROVIDES FOR THE ONGOING OPERATION OF DEA PROGRAMS, AND THE RECOGNITION OF RESOURCES REQUIRED FOR NEW INITIATIVES. AS FOLLOWS:



STATIONS PROGRAM TO BE USED FOR ADI/TELECOMMUNICATIONS INITIATIVES  
TO SUPPORT OPERATIONAL PROGRAMS.

THERE CAN BE NO DOUBT THAT THIS ADMINISTRATION IS COMMITTED TO THE  
ELIMINATION OF DRUG TRAFFICKING AND ORGANIZED CRIME. AS THE LEAD  
AGENCY IN THIS EFFORT, DEA HAS A VITAL MANDATE TO BRING DRUG LAW  
VIOLATORS TO JUSTICE, TO IMMOBILIZE THEIR ORGANIZATIONS, AND TO  
SEIZE THEIR FINANCIAL PROFITS AND PROCEEDS. OUR CHALLENGE IS TO  
UTILIZE OUR RESOURCES EFFECTIVELY AND IN SUCH A WAY AS TO MAKE THE  
COSTS AND RISKS OF DRUG TRAFFICKING OUTWEIGH THE PROFITS.

THE OVERALL EMPHASIS OF DEA'S ENFORCEMENT PROGRAM IS ON THE  
FLEXIBILITY TO RESPOND TO CHANGING SITUATIONS AND TO BRING SPECIAL  
EXPERTISE TO BEAR ON A PROBLEM. WE EXPLORE MANY INNOVATIVE  
ENFORCEMENT TACTICS TO BRING PRESSURE ON THE DRUG TRAFFIC. MANY OF  
THESE INVOLVE THE MAINTENANCE OF ENHANCED WORKING RELATIONSHIPS WITH  
OTHER FEDERAL, STATE, AND LOCAL AGENCIES. WE SHALL CONTINUE TO  
STRESS THE IMPORTANCE OF COORDINATED AND COHESIVE INTERAGENCY  
EFFORTS. IN THESE AUSTERE TIMES, WE HAVE ALL RECOGNIZED THE NEED  
FOR FURTHER ENHANCEMENT OF COOPERATIVE ENDEAVORS.

1  
THIS CONCLUDES MY STATEMENT, MR. CHAIRMAN. I SHALL BE PLEASED TO  
ANSWER ANY QUESTIONS YOU OR OTHER MEMBERS OF THE SUBCOMMITTEE  
MIGHT HAVE.

Mr. DWYER. Thank you, Mr. Mullen. Last year this committee added \$7 million above the budget request to restore 130 worker years for DEA programs that are critical in the fight against illegal drug trafficking. In the conference on our bill we cut this to \$3.5 million and 65 worker years.

I understand that none of these additional workyears have been restored. Can you tell us why?

Mr. MULLEN. I am sorry, Mr. Chairman. These workyears have not been restored in this year's budget?

Mr. DWYER. In the current 1984 budget. Yes, this year's budget.

Mr. MULLEN. We have, however, reallocated some of the positions. These relate to four separate programs, Foreign Cooperative Investigations, State and Local Training, Intelligence and Diversion programs. We are adding some positions into the Intelligence, Diversion and State and Local programs. When you compare 1985 to 1984, there will be a reduction in some areas, but in most areas, we are adding additional positions.

Mr. DWYER. We are talking about 1984. We did add \$3.5 million agreed upon in conference, and the anticipated 65 workyears. How many of those workyears have been met in the current budget year?

Do you want to supply that for the record?

Mr. MULLEN. I think we will have to.

[The information follows:]

#### ALLOCATION OF WORKYEARS ADDED BY CONGRESS

None of the additional 65 workyears and positions provided by Congress have been filled. They were not allocated by OMB.

We understand and appreciate the Congress' concern in proposing specific resources for our programs. We had planned to allocate the 65 positions and workyears added on as follows:

Foreign Cooperative Investigations.....	11
Diversion Control.....	23
State and Local Training.....	2
Intelligence.....	29
Total.....	65

The enactment of the 1984 appropriation and the development of the Administration's budget request occurred at approximately the same time. The 1985 allowance did not provide for the filling of any significant portion of the positions added by the Congress in 1984. Furthermore, no additional allowance for full-time equivalent workyears was provided for 1984. With the priorities established for the basic program and the Administration's 1985 objectives determined, there was little opportunity to productively fill or utilize the positions added by Congress in 1984 because a decision had been made that many of them would not be available in 1985.

We should note, however, that prompt enactment of the 1985 appropriation would allow us to begin staffing some additional positions in the Diversion Control and Intelligence programs where the Administration agrees more resources can be quickly and productively utilized.

PE/PI

Mr. DWYER. The proposed appropriation language reflects elimination of the provision which provided that nine identified land border States should be allocated a minimum of \$10,000 each for the purchase of payments for information, unless the committee on appropriations are notified that efficient drug law enforcement

d be impaired. Have these funds been allocated to each of the States, and if not, why?

#### INFORMATION FUNDS FOR LAND BORDER STATES

Mr. MULLEN. Yes, Mr. Chairman. The funds have been allocated, in some cases substantially more funds were allocated. I believe, for example, in one or two border States somewhere in excess of \$100,000 was allocated and used.

In a couple of States, the funds have been allocated but have not been fully used. On the other hand, I believe the minimum was \$1,000, and up to \$3,000 was utilized, but they have been allocated in each case they were not used because the need or the money just wasn't there.

Mr. DWYER. If this constitutes sufficient drug law enforcement, do you not anticipate continuing it into the next fiscal year? It is my understanding that that is being deleted in the 1985 budget.

Mr. MULLEN. I don't know if it is being deleted or included in our current budgeting process. It is just not selected out and given special attention. I am sure we will be affording the same coverage.

Mr. DWYER. Is that what is happening?

Mr. MULLEN. I believe that is what is happening. This is my personal chief.

Mr. DWYER. Please identify yourself for the record, sir.

Mr. WILLIAMS. James Williams, Budget Officer.

We have asked for the elimination from the language, because it is already in our mechanism. We already have a mechanism in place to provide funds to the needs in the various areas.

Mr. DWYER. To the same degree as the current fiscal year?

Mr. WILLIAMS. Yes.

#### IMPACT OF GS-11/15 REDUCTIONS

Mr. DWYER. Concerning the Grace Commission recommendation, the fiscal year 1985 budget reflects a reduction of \$687,000 for 44 positions as a result of savings from management initiatives. What are these initiatives, and what impact will they have on your agency?

Mr. MULLEN. These initiatives include a reduction in the number of grades 11 through 15 positions. It is going to have a serious adverse impact upon our ability to perform our mission, because we hire our people at such a high grade level. We require that all our agents have college degrees, for example.

We need chemists, and in our Diversion Program we hire pharmacists. These are people with good educational backgrounds and before, we are hiring at a high plane.

The bulk of our investigators and chemists are in this grade 11 to grade 12. It is going to cause us difficulty.

#### ADDITIONAL ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCE

Mr. DWYER. The fiscal year 1985 budget includes an increase of \$1,000 and 35 positions to establish an additional Organized Crime Enforcement Task Force to cover Florida, the Virgin Islands

and Puerto Rico. How will this proposed task force coordinate with and differ from the present South Florida Task Force?

Mr. MULLEN. The present South Florida Task Force is an interdiction task force set up to follow and seize drugs coming into the country. The Organized Crime Drug Enforcement Task Forces are set up to go after the organized crime elements, the higher levels of drug trafficking, those who are financing, those who are directing drug trafficking activities.

DEA will maintain its current strength in the current interdiction follow-up task force, and the two task forces will be separate entities.

It can certainly follow, however, that cases could be referred from the current interdiction task force to the Organized Crime Drug Enforcement task force, should a case develop to the point where it involves higher levels of drug trafficking.

#### DIVERSION CONTROL

Mr. DWYER. The budget request reflects a net decrease of \$1,112,000, and 15 positions for diversion control. Included in this reduction is a decrease of \$1,344,000 and 23 positions added by the Congress in fiscal year 1984.

This is offset by an increase of \$232,000 to counter specifically the introduction of clandestine drug products, especially those from abroad. Can you be more specific about the increase?

Mr. MULLEN. It is really for two reasons. One is to control the importation of clandestine drug products and the other is to assist in the scheduling of new drugs that come on the market. As you know, we have to take a look at these new drugs to compare their value with the danger to the community, and make a decision as to where they should be scheduled. The additional resources we are asking for will be allocated in those two areas, i.e. the importation of clandestine drugs and scheduling. An example of an imported clandestine drug is cough syrup with codeine that is produced in Mexico and brought into the United States in excess quantities.

#### PRIORITIZATION OF DRUGS

Mr. DWYER. How does the DEA prioritize the major drugs of abuse and how does the problem of domestically grown marijuana fit into your priority system?

Mr. MULLEN. We do not have a single national priority. In other words, we do not sit back here in Washington and say we are all going to work on heroin. We have our 19 field divisions identify their problem locally, and it will vary from area to area.

For example, heroin is a problem in New York City. It is a problem in Chicago, a problem in Detroit, but in Florida the problem is cocaine and marijuana. Based on the input that we get from around the country we establish our national priorities.

We consider the domestic marijuana eradication program to be a very important program, and DEA's effort in this area is one of training, of funding, and of assisting with intelligence and furnishing perhaps some aerial observation assistance. The State and local authorities in the various States do the bulk of the work.

Mr. DWYER. Has the rate of domestically grown marijuana been rapidly increasing?

Mr. MULLEN. It has increased, but it may well have been out there and we may not have known about it for some time. When we first started the program, or became heavily involved in the program in 1982, we eradicated 40 percent more than we estimated was even being grown, and in 1982, eradicated 2.5 million plants.

That increased to four million plants in 1983, but there is more being grown. It appears to be of a better quality than is coming in from overseas, and the demand is up for it.

Mr. DWYER. Did I see a headline today in one of the papers, or perhaps yesterday that marijuana now competes as the largest cash crop with corn?

Mr. MULLEN. I haven't seen that.

Mr. DWYER. Did I see that today?

Mr. MULLEN. I am told by our chief of Operations, Mr. Monastero, that that was an article based on some information received from NORML. This is a group dedicated to the decriminalization of marijuana laws. I often see statements which are difficult to prove or disprove that marijuana is the number one cash crop in northern California.

It is just not the case. Such information is put out by groups that would like to see marijuana decriminalized.

Mr. DWYER. Do you get cooperation from the States regarding home-grown marijuana to the extent you would like to have it?

Mr. MULLEN. Yes, we do, and I point to the 40 States that are now involved in the eradication effort, and in many cases the State police agencies, the national guards are involved and participating to provide aerial support to move the resources from one site to another.

This is an area where I think we really shine in our efforts to cooperate at all levels, Federal, State and local.

Mr. DWYER. Because of the raging debate concerning whether marijuana should be decriminalized, et cetera, is it starting to take on the aura of prohibition laws, where people at the State levels tend to turn their heads, because it wasn't all that bad. Is that going on?

Mr. MULLEN. Only one State, and that is Alaska, where they have decriminalized marijuana to a degree. I find just the opposite happening.

This is one area where we are claiming success. We do have a serious drug problem in this country, but we do estimate that the number of marijuana users has dropped from 25 million to 20 million.

Even more interesting is the fact that two years ago one in nine high school seniors was using marijuana on a regular basis. That



has dropped to one in 16, and we now find attitudes changing, so I think just the opposite is happening.

People, especially young people, are beginning to realize what marijuana is doing to their minds, to their bodies, how it is ruining their lives, and I don't see the prohibition type atmosphere taking hold.

#### REDUCTION IN MARIJUANA SMOKERS

Mr. DWYER. Mr. Mrazek.

Mr. MRAZEK. Thank you, Mr. Chairman.

How do you estimate that the number of marijuana smokers has been reduced from 25 million to 20 million?

Mr. MULLEN. We have a number of means. We have high school surveys. We have household surveys, and these are managed by NIDA, the National Institute of Drug Abuse.

We also have the DAWN network, the Drug Abuse Warning Network, whereby in selected cities we identify the number of emergency room admissions for injuries due to drug abuse and so forth, so we have a number of means of these estimates.

Of course, our estimates, our seizures, our arrests, our convictions, we study all together before arriving at these estimates.

#### FEDERAL DRUG INTERDICTION EFFORTS

Mr. MRAZEK. The Government Accounting Office has prepared a report to Congress entitled "Federal Drug Interdiction Efforts" dated June 13, 1983. Have you reviewed that report?

Mr. MULLEN. I have.

Mr. MRAZEK. They suggest that one of the measurements of how successful we have been in interdicting narcotics is the street price of various types of dangerous substances, and they suggest that adjusting for inflation, marijuana prices have remained very constant.

It says that in 1979 it was \$1.29 for—it looks like a gram, if that is possible. I am not sure what that measurement is, but \$1.29 a gram to \$1.32 in 1982. Considering the amount of money and resources that are going into that effort, I am just wondering whether you feel we are making significant progress in combating the problem.

Mr. MULLEN. I don't know if I would use the term "significant progress," but I am convinced we are making progress. It is difficult to prove the negative, but one could ask what would the price be, had there been no DEA out there, for example.

I think we are making progress, and I have to base it on the statistics that I identified to you earlier.

Mr. MRAZEK. I must confess that although I view the marijuana problem as very serious, I really think that the hard narcotics represent a far more potentially debilitating kind of a menace to all of our people, and I would like to talk to you a bit about the concept of these local drug task forces.

Mr. MULLEN. Yes, sir.

## CLOSING OF LONG ISLAND DRUG TASK FORCE

. MRAZEK. Did you participate in the decision to close down Long Island local drug task force office?

. MULLEN. I made the decision.

. MRAZEK. You made that decision?

. MULLEN. Yes, sir.

. MRAZEK. Can you tell me why that decision was made?

. MULLEN. Yes, I can. I believe that with regard to a narcotics enforcement effort, it is absolutely essential we have Federal, State and local cooperation. That is an underpinning of our whole effort, we have 22 of these task forces. I don't know if you were in the earlier when I mentioned the fact that we currently have only 22 Federal, State and local task forces, and in almost all of them, they are outstanding examples of cooperation.

We have had tremendous success with regard to arrests, with 98 percent convictions, a 98 percent conviction rate, and our best task force, I believe, is in New York City. Another one in Chicago, another one in Philadelphia.

With regard to the Long Island task force, it wasn't working as well as had hoped. They weren't bringing the cases that they should have been bringing to the prosecutors. They weren't of the quality needed. We were not having an impact. We had two successive inspections by our Washington Inspection Division of this task force in a three year period, and disclosed very significant weaknesses. The groups were not following procedures as they should and were not getting results commensurate with the investment we were making there.

That was basically the reason for my decision. I really believe in the task force technique. It is effective, but in this instance, it wasn't working as it should have been.

. MRAZEK. Can you provide to the subcommittee the inspection reports that you were alluding to?

. MULLEN. I would be happy to do so.

## TESTIMONY AT FIELD HEARING IN MINEOLA, NEW YORK

. MRAZEK. I would appreciate it if you would submit them for the record. This subcommittee had a hearing on Long Island on May 1st, at which time the Suffolk County District Attorney testified before our subcommittee. His name is Patrick Henry.

He has a very solid reputation reflected, I suppose, by his overwhelming re-election a couple of years ago to another four-year term as a Republican, and someone who has a very serious and pronounced concern for the problems of drug smuggling.

One of the people, incidentally, who testified at that hearing, Raymond Dearie, Rudolph Guiliani, the two U.S. attorneys for the eastern and southern districts, the Director of New York State Office of Drug Abuse, to a person, testified that the problems on Long Island are getting worse and that, in fact, Long Island represents a back door opportunity, particularly considering your success with the South Florida Task Force, along with other parts of the country that have become easier entry points for a lot of different types of narcotics, particularly cocaine and heroin through Kennebec Airport.

pounds of cocaine were seized through the efforts of that task force. That was the largest single seizure in the northeast.

He concluded his statement to the subcommittee by saying:

Mr. MULLEN. I met with him in Washington, and I know what his attitude is towards the task force.

#### MEETINGS WITH LONG ISLAND PROSECUTORS

Mr. MRAZEK. Perhaps you could explain the discrepancies between his attitudes and those of the DEA.

Mr. MULLEN. Surely. First, I want to assure you that we have withdrawn off Long Island. We didn't sit in Washington and make a unilateral decision "let's stop that task force". As a matter of fact, we have more resources in the Long Island area now than we had when the task force started, and we are not pulling our agents out.

And whereas in many areas we do not have the formal task forces throughout the country, we have informal task forces. They are still going to work closely with local authorities. I believe from our meeting here in Washington, that we had a second district attorney, I can't recall his name—

Mr. MRAZEK. Dennis Dillon in Nassau.

Mr. MULLEN. Who did support the decision made, as did the local Attorneys, so we did have input from Long Island. There is more to be done there, I agree, and it is true that the activity in South Florida has diverted activity up to the Long Island area, and we are aware of that, and we are going to keep resources there.

We are going to work with local authorities. We are just going to have this formalized structure, and it may be that there is just a disagreement, we may be operating on different facts, but Rick Henry and I, but in two of the cases you cite, the 1600 pound seizure—and I forget the other one.

Mr. MRAZEK. Six hundred pounds.

Mr. MULLEN. These are not cases that originated in the task force. This is information that came from other areas of the country and the seizures were made there, but this is a national and international effort, and it wasn't the result of just that task force that caused these seizures to be made, and we are conscious of that and we will continue to have exchanges of information.

We will continue to train. We will continue when there is more money needed to purchase drugs in an undercover situation. We will provide that money.

#### INCREASE IN DRUG PURCHASE MONEY FROM DEA

Mr. MRAZEK. That is one of the things I was curious about, Mr. Mullen. If you have concerns about the whole handling of some of these issues, why did you increase the amount of purchase money that would be put in the hands of people who have apparently

passed it.

Mr. MRAZEK. One of the points I believe in the compromise agreement that was developed recently involved increased amounts of purchase money for the two local counties on Long Island.

Mr. MULLEN. I am not aware that it was a question of trust, or anything of that nature. It was effectiveness.

#### EFFECTIVENESS OF TASK FORCES

Mr. MRAZEK. Let's try to explore that question of effectiveness. I have in your budget report, it says 22 local task forces, and Long Island is mentioned as one of the 22. Do I correctly assume it was 21, or did you replace Long Island with another task force?

Mr. MULLEN. I am told it is 21.

Mr. MRAZEK. It states here—and I will quote—"The DEA local task force program has proven itself an effective complement to the Federal Drug Enforcement effort by increasing the effectiveness of State and local drug enforcement activities aimed toward the disruption of all levels of illicit drug trafficking."

A little further on, "The task force program plays a critical role in attacking the middle level violator, the link between the supplier and the consumer."

I have looked at a compendium of all of the cases handled by the local task force, that have led to convictions, and it would appear that they would at least meet the quantitative description, the qualitative description of mid-level violator, cases in excess, I think, of the ones that I am thinking of, in excess of a kilo of hard narcotic—and when it comes to effectiveness, I am just not sure how you assess effectiveness.

In other words, if you have an artery, and there is a link that is established in an office, and you have four or five DEA supervisors and investigators, and working within the same office with those investigators are eight or nine Suffolk County detectives and eight or nine Nassau County detectives, and a police officer for one of the deputies picks up someone who has got information on drugs, that person can call up someone in that office, I assume, and say "I have picked up so and so," and maybe that person has got a kilo of marijuana, maybe that person is involved with something that might be part of a larger network.

You never really know, but, of course, that is the whole concept of an intelligence network that goes right down to the street level, and it seems to me that it is just as important to the Federal authorities to have that network out there in the streets, as it is important for the local authorities to have the tremendous resources available in terms of the overall parameters of a drug menace and drug organization, and it truly concerns me that what I would consider to be a very effective district attorney, who says that there is a rift between the various law enforcement agencies, and who is rested in his statement that drug dealers welcome the dissolution of the local task force, that perhaps something has been lost

here that could have been improved without having it abandoned basically, and I would be interested in your comments.

Mr. MULLEN. The quotations you cite here are still valid. I still would say the same thing about our task force. I am sorry I didn't pick-up on the 22/21 figure, but this is a very recent development.

Mr. MRAZEK. I understand.

Mr. MULLEN. But we measure effectiveness in many ways. What may be effective in one area may not be in another. We do look at the quantity of arrests, but we also look at the quality. We look at what we are investing, and the return we are getting on that investment, the intelligence that we are developing, and it was our belief, and we didn't do this overnight, it took us three years to make this decision, two inspections, and the follow-up, and we found that things just had not improved. It was not effective.

#### LONG ISLAND TASK FORCE COSTS AND ARRESTS

Mr. MRAZEK. What hadn't improved? They seemed to have had a lot of arrests, a 99 percent conviction rate, Class A felonies. Where is the problem?

It is a \$300,000 cost. You have a half million dollars in that task force, you had a half million dollars in there. \$200,000 of it was purchase money, \$300,000 in Federal taxpayer dollars, a substantial amount of money, but one wouldn't think breaking the bank by any means of the Federal Government. Where is the problem there?

Mr. MULLEN. I would have to get the specific reports. I don't have them with me. I have agreed to let you have those to peruse. It would be the quality of arrests, the return we were getting overall, the administrative handling of the funding that we were putting in there, the lack of agreements.

The law enforcement officials involved declined to sign the agreement that we require in all cases, where we do have a task force. I don't know the reason for that, but they did decline.

There were a number of reasons for that task force closing. I would have to take issue with District Attorney Henry with regard to the rift between authorities there now. I am told that the relationships are good, and continue to improve. I am told there is no rift, so we do have contrary information here, but I will check on this when I get to my office.

#### PROPOSED FEDERAL STRIKE FORCE

Mr. MRAZEK. The District Attorney proposed at our hearing on Monday a Federal strike force, which would be comprised of a senior DEA agent in command—I am reading from his recommendations now—special agents of the DEA, FBI, IRS, selected, experienced police personnel from Nassau and Suffolk County, police department detective investigators, State police, Customs agents and U.S. Coast Guard personnel. Such a strike force would have an unhindered ability to investigate and prosecute where they deem appropriate without geographical limitations.

What is your response to that kind of a suggestion?

Mr. MULLEN. We can explore that. I would like to discuss it with the U.S. Attorneys to see if they are in agreement, and see whether

into the Organized Crime Drug Enforcement task force. If it doesn't conflict with that program, I would be willing to fore it. I am always willing to look at new initiatives, new operations and innovations such as this.

In fact, I have agreed to travel to New York and meet with the district attorneys, and with the U.S. Attorneys and law enforcement officials. U.S. Attorney Ray Dearie is setting up that meeting for some time this month.

MR. MRAZEK. Excellent. I think this is a good step forward because I know we also had an informant testifying, who testified he is aware of the fact, he being a broker, apparently, who brings together smugglers and buyers, and suggested that, in fact, because of the elimination of the task force, and maybe not just because of that, but he suggested that these drug dealers, the smugglers, are paranoid, and if they think that there is a significant commitment by law enforcement agencies in a particular area, they would tend to not move into that area as aggressively.

It is the idea that the office is closing down, and that conceivably there were some personality problems and other things behind the closing down of the office, that maybe there isn't going to be as effective an approach in interdicting drugs in an area where clearly we have got a lot of drugs coming into the country, and I am glad to hear that there is going to be such a meeting, and I would certainly hope that cooperative efforts can be maintained in the future.

Thank you.

MR. MULLEN. Congressman Mrazek, your concerns are well known, and I want you to know we are not being contrary, and I think that we can work something out that is agreeable. We want to be helpful. We want to do it right. That is all we are trying to do—we will stay in touch with you on this issue.

MR. MRAZEK. Very good. Thank you.

Thank you, Mr. Chairman.

#### LOCALLY GROWN MARIJUANA

MR. DWYER. Mr. Mullen, going back to this locally grown marijuana, in the justifications you mentioned the western and midwestern States. Referring to that headline that I read today as I mentioned before, is that being grown on organized farms where they have destroyed crops, where you have made arrests? Is that on an operating farm or has it been off in some idle lower 40? What have you found?

MR. MULLEN. What we find in the United States are smaller farms, not only on farms interspersed with other crops, in citrus areas, but also in our national parks, national forests, in isolated areas, and now we are seeing a move toward green houses.

In our eradication program last year, in addition to that marijuana eradication outside, we seized over 700 greenhouses. Geographically we find it widely dispersed. Every one of our 50 States has some level of domestic marijuana growth, if not outdoors, then at least in greenhouses.

now discussing?

Mr. MULLEN. I don't think so. We have had a reduction State and local training, and I hope this will be temporary. We have had to put the resources in training on new basic agents. We have obtained over the past two-and-a-half years an additional 350 agents that had to be trained, and we have had to shift resources from our State and local training to our Federal training program. Hopefully we can reverse that when we get the strength and get people onboard.

#### LABORATORY FACILITIES

Mr. DWYER. You also have some laboratory facilities that have been made available to local authorities. Has there been a reduction in that area also?

Mr. MULLEN. There has been no reduction in the laboratory effort. We expect to have a steady flow of submissions, and a slight increase in the future.

#### INTERNATIONAL DIVERSION CONTROL

Mr. DWYER. Can you discuss the international diversion programs that you have established in Bonn, West Germany, and Mexico City?

Mr. MULLEN. Those specific programs? We do have diversion programs in those areas, because these are source countries for chemicals, for illicit drugs that end up in the United States. They are diverted from the illicit traffic, and they are stationed in those areas just because of the nature of the work.

Mr. DWYER. What type of drugs would come through Bonn, West Germany?

Mr. MULLEN. The most serious problem that we had was methamphetamine, but that has abated at this time. Other illicit drugs are a problem in the pharmaceutical market in this country, but methamphetamine is the number one problem. This is no longer a problem today.

Mr. DWYER. I recall last year in the discussions you and I had at the hearing, that Beirut, Lebanon was a problem. Does that still seem to be a problem?

Mr. MULLEN. Yes. That is one thing the war didn't stop. The drugs still come through that area, and we see some trafficking activity in the area controlled by Syria.

Mr. DWYER. Was the battleship New Jersey of any help in that regard?

Mr. MULLEN. I don't think so. We still see the flow of drugs through the Middle East, including Lebanon.

#### EFFORTS IN CURTAILING DRUG DEMAND

Mr. DWYER. Mr. Porter.

Mr. PORTER. Thank you, Mr. Chairman.

What do we do on the demand side? It is often said that the only way to really stop drugs flowing into the United States is to cut down the demand, because no matter what we do here the drugs are still somehow going to get through because people want them.

What do we do to address that?

Mr. MULLEN. We are talking now about demand on the part of the abuser.

Mr. PORTER. The consumer, yes.

Mr. MULLEN. This is not DEA's primary mission, but we are involved in trying to limit demand. There are many who believe, and I am one of them, that the bottom line answer to our drug abuse problem is the prevention and education, and the rehabilitation of those who do abuse drugs.

DEA is involved in several programs. One is the Pharmacists Against Drug Abuse, which is not funded by DEA, but is funded by McNeil Laboratories. Efforts are made to get the pharmacists to go out into the community—and what better individual with a knowledge of drugs and the damage they can do—to lecture, talk to parents, talk to children's groups and so forth.

DEA has several programs. We have published comic books and coloring books which we are putting into schools at the second and third grade levels. Educating people when they are very young—educating them about the problems of drug abuse, is one of the prevention areas in which we are involved.

We are undertaking another program that I am very excited about. I think we will achieve some substantial results in our working with the Juvenile Justice Program of the Department of Justice, the National Football League, and with the National Association of High School Coaches. We are going to see that approximately 5.1 million young athletes, ages 13 to 17, receive information with regard to drugs and drug abuse, and the harm that can be done from abusing drugs.

Our efforts are multifaceted, and DEA is involved. Of course, our agents in charge, our officials give speeches, when asked, to civic groups, to parents groups, and we do cooperate with the National Federation of Parents for a Drug-free Youth. DEA is committed to work in these areas, although, again, I state our primary mission is enforcement.

#### MEDIA INVOLVEMENT

Mr. PORTER. Have you thought of a television advertising campaign with leading heroes talking to young people?

It seems to me that all the money we spend trying to destroy "coca" fields in Colombia, or wherever else, really could be better spent trying to influence people here not to use drugs, and we would probably get better results in the long run than we would otherwise. Has anything been done along those lines?

Mr. MULLEN. I agree with that, and young people perhaps would listen to a professional athlete, an actress or an actor before they would listen to either one of us.

Mr. PORTER. Exactly.

Mr. MULLEN. And we are having tremendous success with the professional athletes, especially the national football leagues and



the baseball leagues, and in the coach's program I mentioned the league has agreed to make players available for spot announcements, to give talks and so forth.

Mr. PORTER. I think that is marvelous.

Mr. MULLEN. It is turning around. I am still of the opinion that the entertainment area is one that has let us down. I don't think they are doing a whole lot in that area. I did see a headline—I haven't had a chance to read the article—that some meeting took place recently in Hollywood with hundreds of officials out there to see what they could do about the drug abuse problem.

But we have got to get more help from our entertainers. I think this is what gives the aura of acceptance to drug abuse in the hearts of some of our young people.

Mr. PORTER. You are talking about the negative side now, the fact that many of the people in the entertainment industry are known users, and they are the hero figures, and then they are seen as users, and it becomes an acceptable way for young people to go?

Mr. MULLEN. That is right.

Mr. PORTER. It seems to me—and I realize that this doesn't necessarily fall in your field—the prosecutions of major public figures for drug use or drug selling, ought to be done with a very heavy hand in terms of publicity and showing that this is wrong. And on the other side, the entertainers that you can get to cooperate and go on television to influence people not to use drugs is very important to stopping people from doing so.

Mr. MULLEN. I agree. I would like to have my deputy comment. First, I would like to comment on your observation. My comment is that not long ago we had a national newscaster interview me in my office, accusing DEA of having such a program to direct efforts at the big names, to get publicity for DEA, and I had to remind the individual that it was the media that made the headlines, not DEA, and that we just follow our leads.

We have no such program, but there is no question that when someone of a high level or high stature is detected and involved in drug trafficking and is charged, it does have an effect. There is no question about that. But we do not have a concerted effort in this area.

Mr. Lawn.

Mr. LAWN. Yes, sir. In addition there is one other area, and that is using the television media. In the very near future we will be releasing eight public service video tapes entitled "Users Can Be Losers," in which actual users are interviewed, parents who have lost children because of drug abuse are actually interviewed on television, and we are expecting this to become a part of the public media within the next 30 days.

#### ASSET SEIZURES/FORFEITURES FROM DRUG VIOLATORS

Mr. PORTER. I think that is a great place to put the emphasis. I really do. It is probably in the long term the only effective place to put the emphasis. People are going to grow what is profitable, and it is very, very hard, it seems to me, to get that stopped.

If you stop it one place, it simply starts in another, and you are forever trying to put out little fires or big fires. This is not a very productive method. You must stop the demand. That is important.

What about criminal forfeiture proceedings against drug violator assessments; what has been done in that area? Maybe it has always been part of the law in this area. Has it? Or do we just stay out of it?

Mr. MULLEN. We have always had provisions for civil forfeiture, if we can show a relationship between the drug trafficking activity and the profit acquired. In fiscal year 1983, DEA with other federal agencies seized the property in the area of \$215 million in assets. Now, all of that amount will not be forfeited to the government, because some is returned, some deteriorates over a period of time. Although the value when you seize property is at a certain level, because we often retain the property for long periods before we sell it at auction or use it for our own purposes, the value frequently diminishes. As you know, we can use seized vehicles, aircraft and vessels in the drug enforcement effort, so the dollar amount of property actually forfeited to the government is substantially less.

There are laws pending now before the Congress, I believe the Senate has passed a comprehensive bill, and the House is taking a look at it in sections, dealing with enhancing the forfeiture provisions.

For example, at this time DEA or other federal agencies can administratively forfeit property up to \$10,000. The new bill allows us to go up to \$50,000, and as you are well aware, there are some cars that are worth more than that nowadays, so such legislation will be helpful. We are looking for some action from the Congress in that area.

#### SENTENCING OF DRUG VIOLATORS AND BAIL REFORM

Mr. PORTER. What about the sentencing of drug violators; have you done an analysis to determine whether the sentences being handed down for sellers, for example, are sufficient to deter some of the activities in this area?

Mr. MULLEN. I do not recall any specific analysis that I can point to. I can comment on that, however. This varies from area to area in the country, but at the federal level it was shown that in 1983, that the average length of sentence for drug traffic offenses increased by 11 percent. That means that the judges are now giving sentences that are 11 percent longer than they have been in the past. So we see more severe sentencing taking place, at least at the federal level.

Mr. PORTER. I have got a Department of Justice release here saying, "Convicted federal drug law violators receive prison terms half as long as convicted bank robbers, and receive nearly two years' less time in prison than bank robbers, according to a bulletin released today by the Bureau of Justice Statistics."

Mr. MULLEN. I haven't read that release and I don't know the reason for it. I don't remember.

Mr. PORTER. Does that surprise you to hear that?

Mr. MULLEN. It does and it doesn't. When you are dealing with a major trafficker you expect that the sentence would be severe, but

you have many cases of people coming into the country, straight off of an aircraft and having a small amount of a drug on their person, a small amount of marijuana, a small amount of cocaine.

If those offenses are factored into the overall equation would reduce the average sentence. But I think if we were to take a look at the major traffickers, I think we would find that it is probably not a valid observation.

Mr. PORTER. Then you feel that the sentence being handed down for conviction of a major trafficker have generally been appropriate considering the magnitude of the crime?

Mr. MULLEN. I believe so. My deputy has handed me a copy of this report refers to 1979 statistics, four years old. I have a complaint with regard to the sentences I have seen imposed. In fact, I think they are quite severe.

Mr. PORTER. Do you have any concern from the time of apprehension through the trial process with the prosecution of these cases?

Mr. MULLEN. We have great concern with that area because, as I am sure you are aware, Congressman Porter, that the \$1 million bail is a cost of doing business for a drug trafficker, and we have had individuals jump bail that is that high, but that is also part of the reform now pending before the House.

Bail reform is a part of that package, where danger to the community could be a consideration for the judge, rather than just a monetary amount, and also more severe sentences for individuals who do jump bail, and provisions for holding a person after sentencing, after conviction and before sentencing. So we see enhanced provisions there. So, yes, I am concerned about that area, but steps are being taken to address the problem.

#### DRUG EDUCATION

Mr. PORTER. If we were to add substantial money in the education side, what would you spend it on? Or could you spend it?

Mr. MULLEN. I could not give you that off the top of my head, but the focus is more enforcement than prevention and education. The prevention and education effort is directed mainly out of the White House by Dr. Carleton Turner. He coordinates the efforts of many agencies.

For instance, Mr. Lawn mentioned the television spots. We are doing these with U.S. Customs, but there are a number of agencies helping Dr. Turner with education and prevention services, with their rehabilitation centers—U.S. Customs, FBI, DEA. A recent comic book was underwritten by Keebler Cookie Company, and the DEA, the FBI and U.S. Customs all contributed \$20,000 each to get that document distributed. I would have to go to my specialists in that area, ask them where we could use more funding, determine where it would be more effective, and then answer your question.

#### DRUG CZAR ISSUE

Mr. PORTER. Is there a problem with the responsibilities in that area being scattered? This used to be, I know, a controversial issue. I don't know whether it has ever been resolved.

ize we have to have a Cabinet-level official, and we do have the Cabinet Council on Drug Supply Reduction. That is chaired by the Attorney General of the United States, and those other Cabinet officials who have a role, those agencies who have a role in drug enforcement are members of that Cabinet council. There is a sub-working group to bring together the different efforts such as interdiction, enforcement, and rehabilitation.

So I believe that we have a cohesive national effort. Every so often you have personality conflicts or jurisdictional disputes, but I think we are going to have this long after all of us are gone. Right now I am satisfied with the way we are coming together and the direction that we are getting, with personal involvement.

I know the abiding interest of the Attorney General, the Vice President and the concerns of the Congress, and I think we are getting the support we are entitled to and need right now.

Mr. PORTER. Fine. Thank you very much. Thank you, Mr. Chairman.

#### WHITE HOUSE CABINET COUNCIL

Mr. DWYER. Mr. Smith.

Mr. SMITH. You just mentioned the Cabinet Council. But those Cabinet Councils report to the President.

Mr. MULLEN. That is correct.

Mr. SMITH. They don't report to a Cabinet-level administrator. They are dealing with policy, and to carry out policy, or to execute policy, make decisions and execute policy, they don't just report to a Cabinet-level person who would do that, do they?

Mr. MULLEN. The Cabinet council which deals with the drug problem is the Cabinet Council on Legal Policy. That is chaired by the Attorney General.

Mr. SMITH. Yes.

Mr. MULLEN. Now, he has designated the Associate Attorney General to act as the chairman of the Subgroup on Drug Supply Reduction. It does set policy, but the implementation of policy is left to the various agencies to operate within their jurisdictions.

Mr. SMITH. Even though you have a Cabinet Council dealing at that level on policy, there is no single person responsible for executing that policy?

Mr. MULLEN. Well, with regard to drug enforcement, yes, DEA is that agency.

Mr. SMITH. That is on enforcement, but that is not for total drug interdiction and everything else?

Mr. MULLEN. Right. A second group is the White House Working Group, and that is chaired by Dr. Turner. He is the senior policy adviser to the President. This group meets every month, and we report as to what our agency is doing, U.S. Coast Guard, U.S. Customs, FBI, NIDA, any group having to do with the drug enforcement effort, so it does come together at that level and in that manner also.

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# MEDIA SPOTS—DRUG ABUSE WARNINGS

Mr. SMITH. You say you are working on a spot or spots for television?

Mr. MULLEN. Spots. There are eight of them.

Mr. SMITH. Eight of them. And when will they be ready?

Mr. MULLEN. They should be out this month.

Mr. SMITH. And stations use public service time?

Mr. MULLEN. That is correct.

Mr. SMITH. And who will be using the spots? Sports figures or whom?

Mr. MULLEN. These spots are made up by actual victims. There is an individual who was convicted of drug trafficking, and one shows a cell door closing and he is staying. He explains why he is there. Another depicts a mother and father at a gravestone. Their daughter was killed by a person on drugs. And another mother whose child committed suicide. And we name the people. It has a real sharp effect, a lot of reality to it.

Mr. SMITH. Are all of them of that nature?

Mr. MULLEN. All of them, yes. All eight of them.

Mr. SMITH. Mr. Porter mentioned something about sports figures, which sounds like a good idea. There are some people who have some sports figure or somebody that is their hero. The problem with that, though, is they appear in that spot and they are liable to appear next week in some beer spot.

Mr. MULLEN. Right. And you know, Mr. Chairman, in some areas alcoholism has become a worse problem than drug abuse.

## DEA SHARE OF THE DRUG ENFORCEMENT DOLLAR

Mr. SMITH. Sure. But in some way or another television commercials are concentrating on trying to associate sports events and outdoors and environment and all that with drinking, especially beer drinking.

We have increased substantially over the last three, four or five years the amount of money going into the whole drug problem area, and you are the chief agency for enforcement. But the share that DEA gets for enforcement has dropped substantially to 49 percent.

Now, that doesn't necessarily mean you have got less dollars, but other areas have increased much faster than your area. Is that appropriate, or should enforcement keep pace?

Mr. MULLEN. I wasn't aware of that statistic. I would have expected law enforcement to keep pace. Whereas our share of the budget may have dropped, we do have increased resources.

Mr. SMITH. In all fields?

Mr. MULLEN. Yes.

Mr. SMITH. But you haven't increased nearly as fast in enforcement as they have in some other areas?

Mr. MULLEN. Yes. If I could have these other areas identified specifically, I could perhaps comment on their value to the overall drug enforcement effort.

Mr. SMITH. I don't have that in front of me. I don't have it here, but obviously a substantial part of it must be in interdiction efforts.

the FBI had practically no agents working narcotics two years ago and now has over 900, you add that to the 2,100 agents in DEA, there is a substantial increase in resources that benefit the drug enforcement effort, but do not show up under the DEA budget.

#### COORDINATION OF ENFORCEMENT EFFORTS WITH OTHER AGENCIES

Mr. SMITH. Are your efforts being sufficiently coordinated?

Mr. MULLEN. I believe they are. In my opinion, we have never had a better relationship with U.S. Customs. Just as an aide, this has been a difficult area for many years, Customs desiring to acquire jurisdiction that they lost in 1973 when DEA was formed. DEA was formed because the effort was fragmented at the Federal level.

Mr. SMITH. Do you receive substantial intelligence about loading of drugs at foreign ports?

Mr. MULLEN. We do. We have a special program called TRAMPA directed at that very effort.

Mr. SMITH. Are you getting that information sufficiently to enable you to know who would be on the docks in this country when it is offloaded?

Mr. MULLEN. Yes, we are, and I can cite an example as recently as March 27. You may have read of the case where the Coast Guard vessel seized a ship with 1,000 kilograms of cocaine on board. That is a metric ton, worth well over \$100 million. That seizure was based on information furnished by DEA through its port intelligence program, and it happens with regularity.

#### INTELLIGENCE SHARING EFFORTS

Mr. SMITH. Have you seen a GAO report that came in June, 1983?

Mr. MULLEN. I did see that report, yes.

Mr. SMITH. It made an allegation, or a statement, something to the effect that the intelligence hadn't been shared as well as it should have been.

Mr. MULLEN. I think it is being shared. I read the report and I thought it was a good report overall, but we do have the El Paso Intelligence Center. DEA has the supervisory role there with a Customs deputy and a Coast Guard deputy.

We have Customs analysts at DEA headquarters with authority to review all incoming communications, and thus far just in the current fiscal year, we furnished over 1,100 documents to Customs at headquarters level. In addition to that, information is shared with the PIC and other information is exchanged locally from agent to agent at the street level throughout the country.

We can always use more intelligence, and I think you would say we had adequate intelligence when you knew everything that the traffickers, and growers, and others were doing.

Mr. SMITH. We can always use more, but it is too bad if what you have isn't fully used.



Mr. SMITH. That is what is even worse.

Mr. MULLEN. I agree.

Mr. SMITH. I am sorry I wasn't able to be here for all of this hearing. I had a Small Business development bill that is very important, and I had to be there when we reported that bill out of the committee. I don't want to repeat questions that were already asked. Thank you very much.

Mr. MULLEN. Thank you, Mr. Chairman.

#### DISPOSAL OF SEIZED DRUGS

Mr. DWYER. Mr. Early.

Mr. EARLY. Thank you, Mr. Dwyer.

I want to repeat what Chairman Smith just said. I don't want to repeat any questions that have been asked. I had a Health and Human Services meeting. I understand you discussed the reduction of \$103,000 for State and local training programs. Will you have an adequate amount of money for the State and local law enforcement offices to guard and dispose of narcotics seized; in your opinion?

Mr. MULLEN. For the most part, seized narcotics are turned over to DEA for examination in the laboratories, and for security, and for disposal, and we do have adequate funding for that now. It is a problem for us, because we find we are seizing more and more drugs. We seized more cocaine, more heroin in 1983 than in 1982, more than ever before, and we are trying to work out a program with the Department of Justice enabling us to dispose of those drugs early, perhaps keep a representative sample for trial, rather than the whole load.

The only drug on which we have reached an agreement with the Department of Justice and can destroy relatively quickly is marijuana, because it is so bulky. But we are keeping substantial amounts of cocaine and heroin, which we would rather destroy. It is a problem area for us, but we are in the process of negotiating another agreement with the Department with regard to the destruction of cocaine and heroin.

#### NEW BEDFORD-FALL RIVER SEIZURES

Mr. EARLY. We recently had, in the New Bedford-Fall River area of Massachusetts, seizures on ships which had many tons of marijuana. Was that turned over to DEA?

Mr. MULLEN. To DEA, yes, it was.

Mr. EARLY. Because they had a problem the year before which we spoke of in the committee meeting last year. They are a little town and they didn't have the money. Your people were going to work with the local officials. Do you know if that relationship has gotten any better in Massachusetts?

Mr. MULLEN. I will have to get back to you on that specific area. The Fall River-New Bedford area?

Mr. EARLY. Yes.

Mr. MULLEN. Overall, the relationship with Massachusetts is outstanding. There is a joint task force, for example, out on Cape Cod to conduct interdiction investigations which includes the FBI and

local police in Boston. I am not familiar with the exact situation in Fall River-New Bedford.

Mr. EARLY. That would be the one working with Cape Cod. I know your agency has been very effective with my own particular district in central Massachusetts—particularly in working with the district attorney. We are landlocked. The Fall River-New Bedford area has the unique problem of seizing boatloads of illegal drugs.

It is really a problem that the state cannot adequately handle. There have been several meetings in Massachusetts, in which the Attorney General and State's attorney were going to try to work together.

[Information provided for the record on the DEA/State/local relationship follow:]

#### DEA/STATE/LOCAL RELATIONSHIP IN FALL RIVER, MASSACHUSETTS

DEA has experienced no problems in its relationship with State and local law enforcement agencies in the Fall River area. We fully support the Bristol County Task Force headed by District Attorney Pina and have one Special Agent assigned to full-time liaison with the Task Force. Our relationship with the Task Force has been mutually productive and has resulted in a continuing sharing and exchange of narcotics-related intelligence.

#### JOINT DEA/FBI INVESTIGATIONS

Tell me, are the joint DEA and FBI investigations still increasing?

Mr. MULLEN. Still increasing. I believe I mentioned earlier they have gone from 12, the day I went over there, which was July 13, 1981, to 751 today. They are increasing steadily.

Mr. EARLY. Are we minimizing the problems with the bureaucracy?

Mr. MULLEN. You mean who is in charge?

Mr. EARLY. Yes.

Mr. MULLEN. Who gets credit, that type of thing? I believe we are. We have worked out guidelines, and the two agencies came together I think better than most people had expected, with kind of a mutual respect for what each had to contribute, and it has just been magnificent.

I mentioned the cases but I would like to mention the number of court-authorized wiretaps. They have gone up 700 percent. It wasn't that DEA didn't have the expertise and dedication. They didn't have the people. Court-authorized wiretaps increased from 95 in 1982 to 232 in 1983, and it has had a substantial impact.

#### DECREASE IN FOREIGN POSITIONS

Mr. EARLY. There is no question your volume of business is increasing. That is why I have reservations when you continually request decreases in personnel. A lot of times we spend money to save money. I think a lot of things we cut back in DEA are not progressive and are not going to result true savings.

There are going to be a lot less detections. I have some problems with this. I hope it hasn't been questioned already. Your decrease of 11 positions is for foreign investigations, but in your statement you say you are the sole agency that investigates drug trafficking.

near about problems with Cuba. Would you elaborate on why you think your overseas intelligence group should be reduced.

Mr. MULLEN. That decrease was from the 1984 add-on by the Congress, and I have to report that at the time we received that add-on, we were 30 personnel below strength overseas. We weren't even up to our authorized strength at the time, and it is very difficult to get our people overseas. There are many problems.

For example, at one point in Bolivia, we had six or seven agents. Because of the corrupt government, they couldn't be effective. We had to pull them out en masse. Now here we are again, going back in with 10 agents because we have a government that we can work with. So it is a very fluid situation.

We have to consider the host country conditions, whether the embassy will let us put the agents there, whether we can be effective there, whether we have the qualified personnel to send them immediately or whether we have to send them to State Department language school to prepare them for overseas work. So 11 is not a large number when we are dealing with 280 people overseas, 180 of whom are special agents. It is a very fluid situation. It is not that we are reducing the effort, but that we are working at our current strength.

Mr. SMITH. Are all the additional staff positions we gave you filled?

Mr. MULLEN. The additional staff given by the Congress last year were not filled.

Mr. SMITH. Why?

Mr. MULLEN. We had other priorities develop and I can't identify them specifically. I can for the record. But other matters came up. We had to be flexible. We had to divert resources in some cases, and we could never get up to strength for the administrative reason I just described to you.

Mr. SMITH. Will you expand for the record on why they weren't filled?

Mr. MULLEN. I will do that, Congressman.  
[The information follows:]

#### 1985 BUDGET REDUCTIONS

None of the additional positions were filled. The enactment of the 1984 Appropriation and the development of the 1985 budget request occurred at approximately the same time. In order to focus available resources on DEA's highest priority needs for 1985, the 65 positions were reallocated. It should be noted that considering the time frame, few if any of these positions would have been productively utilized in 1984. In addition, the added 65 workyears would have been productively utilized in 1984.

Further for 1984, the Administration and Congress had recognized DEA's most immediate needs by approving a substantial amendment to the pending budget.

#### REPROGRAMMINGS

Mr. SMITH. Do you anticipate some reprogrammings?

Mr. MULLEN. I don't anticipate any at this time, but that could always occur, should there be some crisis develop, a drug get out of control and reach epidemic proportions where there could be reprogrammings, but I don't know of any that we have planned at this time.

Mr. EARLY. It would be irresponsible on our part if we are going to anticipate reprogrammings. We should just give up.

you need to attack probably the most threatening problem we have in the United States.

Mr. MULLEN. We have pretty well identified our priorities, so I don't know of any reprogramming.

#### ASSASSINATION ATTEMPTS ON LAW ENFORCEMENT OFFICERS

Mr. SMITH. You had an assassination of one of your agents in, I think it was Bolivia or one of those countries last year. Was that ever solved?

Mr. MULLEN. It was an attempted assassination where two agents were kidnapped. Both were shot, one left for dead. The other ran into the jungle. It was solved. It is interesting that you bring that up because the last fugitive in that case was apprehended today in Guatemala and is being returned to the United States.

Mr. EARLY. Actually, I recall, as Chairman Smith had mentioned, that there used to be a time when law enforcement officers—if one of their own got shot, killed, wounded or kidnapped—there was an all out effort to catch those involved. Are you losing that aspect of intelligence? If so, I think it is wrong.

That is why I am pleased that you pursued the Bolivia case so thoroughly.

Mr. MULLEN. I don't believe we are losing that esprit de corps or camaraderie. In fact, as soon as that crime occurred, the Colombian National Police went all out. The FBI put these individuals on the most wanted list immediately and it has been an all out effort. Out there in those jungles they are often difficult to find.

#### AUTHORIZED OVERTIME FOR AGENTS AND ADMINISTRATIVE PERSONNEL

Mr. EARLY. If they were easy to find, we wouldn't need you.

Let me ask you this: how many DEA agents receive overtime?

Mr. MULLEN. How many receive overtime?

Mr. EARLY. Yes.

Mr. MULLEN. All of them do, Congressman Early, unless they are on limited duty.

Mr. EARLY. I have no problem with that. How many of your administrative staff receive overtime?

Mr. MULLEN. That would vary depending on the need, but I would have to get you that answer for the record.

Mr. EARLY. I want it for the record. Are you at least telling me that you don't prevent administrative staff from getting overtime.

Mr. MULLEN. I do not.

[The information follows:

#### DEA OVERTIME

Administratively Uncontrollable Overtime (AUO), in lieu of irregular and unscheduled overtime, is provided to DEA Criminal Investigators (GS-1811) whose work requires an average of three hours a week or more of irregular overtime. Agents represent approximately 50 percent of the total DEA workforce. In 1983, \$9,921,000 were obligated for AUO payments.

Administrative overtime is available for the personnel not classified as criminal investigators. This classification falls into several categories: (A) Fair Labor Standards Act (FLSA) which DEA management pays for employees subject to the Act; (B) Regularly scheduled and recurring overtime which DEA management pays for employees whose rate of basic pay is equal to or less than the maximum rate for a grade 10 of the general schedule. Regular scheduled overtime will be the exception rather

than the rule for employees whose rate of basic pay exceeds the maximum rate for GS-10; and (C) Compensatory time off from employee's tour of duty instead of payment is provided for irregular or occasional overtime. In 1983, \$1,120,000 were expended for administrative overtime payments.

Mr. EARLY. There are other Justice Department agencies that do not allow overtime. I think it is totally irresponsible.

Mr. MULLEN. We often have inspections. For example, when the South Florida Task Force started we had to send people down there. There was a lot of overtime work. We had to pay overtime in some cases.

#### DEA/COAST GUARD COOPERATION

Mr. EARLY. One final question, if I may, Mr. Dwyer. Regarding the question asked by Mr. Smith about cooperation between the FBI and everyone else. Is the Coast Guard giving you as much assistance in coastal surveillance as they probably could?

Mr. MULLEN. I believe they are. I understand they are stretched to the limit and have put a lot of resources in the Caribbean, but I also believe the Coast Guard is a magnificent agency with highly talented people. They are also involved at the El Paso Intelligence Center. So there is another example of an exchange of intelligence.

When they make a seizure on the high seas of drugs or of individuals, they bring them in and turn them over to DEA. I know of no problems with regard to the DEA-Coast Guard relationship.

#### DEA/STATE OF MASSACHUSETTS COOPERATION

Mr. EARLY. Finally, I would appreciate it if you would contact my office about cooperation between the State of Massachusetts and your people. It should be prevalent. If it is not, maybe we can find out why and then get it corrected.

Mr. MULLEN. I will send a report over one way or the other.

Mr. EARLY. Thank you.  
[The information follows:]

#### DEA/MASSACHUSETTS COOPERATION

DEA enjoys an excellent relationship with State and local jurisdictions and agencies throughout the entire state. Within resource availability we support various State and local task forces and, in turn, State and local officers are frequently assigned to our Boston Divisional Office on a case-by-case basis.

#### DEA SHARE OF TOTAL DRUG ENFORCEMENT EXPENDITURES

Mr. SMITH. Mr. Chairman, I found this statement now that I had referred to. It says, "Even though DEA is the lead agency for drug enforcement, its share of total drug enforcement expenditures fell from 69 percent in 1977 to 47 percent in 1982. Now Customs and Coast Guard combined expenditures for drug enforcement exceed DEA's expenditure."

Mr. MULLEN. That's possible, because of the interdiction effort in the Caribbean, and the high cost of maintaining radar aircraft and ships at sea.

Mr. SMITH. That would be included in drug enforcement expenditures?

Mr. MULLEN. The overall Federal

ecuted in Federal Court and many are not afforded post-arrest investigations."

Mr. MULLEN. That is probably accurate also, but as you know, GAO as part of the study that you refer to, looked at a number of cases that were not followed up and found of 70 cases that they did look at that perhaps three were worthy of followup investigation.

Mr. SMITH. Mostly they don't have Federal level priority; is that it?

Mr. MULLEN. That's right. They are just not worthy of further attention. If we had the resources we would look at it. I even doubt then we would pursue some of them. It might be somebody coming in with a very small amount of marijuana, some not being aware of the law. There are a lot of reasons for that, but the intelligence is not lost.

A record is made of every one of these arrests, these seizures, and it becomes a matter of record at the EPIC. Should a person continue to do this, then action could be taken.

#### DEA COOPERATION WITH IMMIGRATION AND CUSTOMS

Mr. DWYER. Mr. Miller.

Mr. MILLER. Thank you, Mr. Chairman. I have one question with reference to your statement concerning your working relationships with other federal agencies. You mentioned Immigration and Customs. There is currently an effort to consolidate border inspection services. It has been discussed and we have had some hearings about Customs having primary responsibility for the shipping ports and airports, and then Immigration having primary responsibility for the land force.

Do you have comments about whether that is an advisable thing to do, because your people are bound to be working with the Customs and Immigration.

Mr. MULLEN. Yes. I have not been involved in that decision-making process, but DEA does have a relationship with both the Immigration and Naturalization Service and with U.S. Customs.

For example, we work with the border patrol. They are out patrolling and come across drugs as they are looking for illegal aliens. And with U.S. Customs, we have worked out an agreement authorizing specific agents to conduct followup investigations under DEA supervision.

I would not venture an opinion on this, Congressman Miller, because I haven't been involved in the discussions that have taken place. We work well with both agencies and I couldn't say I favor one over the other. And I just don't know what the decision was based on in this case.

Mr. MILLER. I really don't blame you, but I wondered if you did have anything solid to throw out that we could look at which would help us make decisions on this. But I can understand that you may feel caught in the middle and not want to necessarily make a statement.

MULLEN. If I was having difficulty with one agency or the other I would tell you so, but that is just not the case. We have had good relationships.

Mr. MILLER. I understand. It is more of a management change that would be going on and we would want to make sure that we are doing the right thing because we are all concerned about drugs entering the country at different locations. We want to make sure that we are doing the right thing.

If some management changes should be made, we should move on, but of course some people are opposing it and I see some of the reasons as to why people would want to oppose it. But we will be getting other information on that.

#### INTERNATIONAL DIVERSION EFFORTS

One other point: I noticed where you mentioned that, internationally, DEA has been instrumental in persuading foreign governments to control the production and distribution of dangerous pharmaceuticals.

How are you able to get other countries to cooperate with you on such things as what you speak of here?

Mr. MULLEN. Well, these other countries for years looked upon the drug abuse problem as a problem peculiar to the United States. That has all changed. What we have seen in many countries, in Thailand, in Colombia, is the development of a domestic addict population, development of crime related to drug trafficking, development of terrorism being supported by drug trafficking activities. It seems to me more of these countries are now aware that it is their problem too, and they are taking more effective action and just good international relationships, diplomacy, good law enforcement relationships, have enabled us to prevail upon the Pakistanis, for example, to go in and destroy the heroin laboratories, to persuade the Thai national police to go after the Shan United Army, a group growing and trafficking in opium from which we get our heroin.

So just through close working relationships, through international pressure, to help them alleviate their own domestic drug problems, we have been able to persuade them to take effective action as never before.

#### FOREIGN EXPORTATION OF MEDICINES FOR ILLEGAL CONSUMPTION

Mr. MILLER. I had not really given this one thought until I read the statement. From what you said, I visualized a company that is perfectly legal in another country and they are manufacturing a drug that is medically used and needed and prescribed by doctors. They have a production line where they can produce ten times the amount needed in their country, and that kind of medication is shipped to our country. This is a different matter from the marijuana we speak of so much coming from some other countries. But now I visualize a medication coming in and being sold over the street here as a drug. Does that happen?

Mr. MULLEN. That does happen. That is known as diversion from the licit traffic. By international agreement this country does not produce opium, but we do need opium base because (you also get

heroin from that) and we get morphine which we need as a pain killer in times of a national emergency for the military.

While we don't grow it, we have agreed to buy 80 percent of it from Turkey and from India to support their economies, 20 percent from all other countries, but we control that very closely.

Now if we do see a drug that is abused, such as was the case with methaqualone, which was used for sleeping pills, but which became widely abused and we had a substantial increase in the number of injuries and overdose deaths we try to prevail upon them to limit their production. You will be surprised when I name the countries.

Countries such as Hungary, Austria, West Germany, Switzerland and the People's Republic of China all agreed to curtail or eliminate production of this particular drug and it worked.

The overdose deaths/injuries have decreased substantially through international agreements. If we could show another country that a drug is being abused, normally they will cooperate with us and limit the availability of that drug.

In this country, DEA regulates the production quotas of the various pharmaceutical companies, and if we see too much of a certain drug being abused around the country, then we will just limit the authority of the companies to produce that particular drug.

#### DIVERSION OF FOREIGN PRODUCED MEDICINE TO U.S. FOR BETTER MARKET

Mr. MILLER. Is it presently a big problem on the streets of America that someone is selling a pharmaceutical drug that is manufactured in a foreign nation and it would be illegally used here and sold at a much higher market price? Is that only 5 percent of illegal drugs or is that 50 percent?

Where would it stand? Is it something to be concerned about even though you say that another nation will cooperate?

Mr. MULLEN. It is something that we could be very concerned about, because whereas we estimate there are a half million heroin addicts and it is a drug we know is abused, everybody is aware of and is fearful of—we estimate 20 million Americans are using marijuana, another 12 million using cocaine.

We don't add these up and get a total. There may be polydrug users using both cocaine and marijuana. We estimate 21 million Americans may be using drugs that are diverted from licit traffic. So the situation you describe of licit drugs produced in another country for this country certainly is a serious problem.

Mr. MILLER. Thank you, Mr. Chairman.

Mr. DWYER. Thank you, Mr. Mullen. We have some more questions we will submit to you and you will submit your answers for the record.

Mr. DWYER. The Committee will meet in closed session. Thank you.  
[Whereupon, at 3:30 p.m., the subcommittee proceeded in Executive Session.]

Submitted for the record follow:



## DRUG ENFORCEMENT ADMINISTRATION

FY 1984 Increase Above the Budget RequestQUESTION:

Last year this Committee added \$7 million above the budget request to restore 130 workyears for DEA programs that are critical to the fight against drug trafficking. In the conference on our bill, we cut out \$3.5 million and 65 workyears. I understand that none of these additional workyears have been restored. Can you tell us why?

ANSWER:

We understand and appreciate the Congress' concern in proposing specific resources for our programs. We had planned to allocate 65 positions as follows:

Foreign Cooperative Investigations.....	11
Diversion Control.....	23
State and Local Training.....	2
Intelligence.....	29
TOTAL.....	65

The enactment of the 1984 Appropriation Act and the development of the 1985 budget request occurred at approximately the same time. The 1985 allowance did not provide for the filling of any significant portion of the positions added by the Congress in 1984. Furthermore, no additional allowance for full-time equivalent workyears was provided in 1984. With the priorities established for the basic program and the Administration's 1985 objectives determined, there was little opportunity to productively fill or use the positions added by Congress in 1984 because a decision had been made that many of them would not be available in 1985.

We should note, however, that prompt enactment of the 1985 appropriation would allow us to begin staffing some additional positions in the Diversion Control and Intelligence programs where the Administration agrees more resources can be quickly and productively used.

FY 1985 Proposed Language ChangeQUESTION:

Proposed appropriation language reflects elimination of the provision which provided that nine identified land border states should receive a minimum of \$10,000 each for the purchase of evidence for information unless the Committees on Appropriations determine that efficient drug law enforcement would be impaired if funds had been allocated to each of these states, and if no

### ANSWER:

Currently each domestic field division receives an annual allowance of funds for the purchase of evidence and payment for information (PE/PI) which is apportioned on a quarterly basis. If it appears that a quarterly allowance will not meet enforcement needs through the end of the quarter, the Special Agent in Charge (SAC) can request an increase from Headquarters. Each field division apportions its PE/PI allowance among its field offices and delegates authority to approve PE/PI expenditures among its field managers, as it deems appropriate. We have found this system to be most cost effective and efficient since it affords us the flexibility to shift funds within and between field divisions and thus rapidly respond to needs for PE/PI funds throughout DEA. However, to ensure that the requirements of the appropriations language are met, we have directed the appropriate SACs to ensure that an annual minimum of \$10,000 of PE/PI be available to the designated land border states. The same directive was given along with their third quarter PE/PI allowances and will again be given with their fourth quarter allowances. PE/PI obligations in the designated land border states, as of March 30, 1984 were as follows:

Arizona	\$173,082 (includes \$35,183 State and local TP PE/PI)
Idaho	17,985
Michigan	267,396 (includes \$20,700 State and local TP PE/PI)
Minnesota	35,680 (includes \$21,430 State and local TP PE/PI)
Montana	2,977
New Hampshire	3,950
New Mexico	28,807
North Dakota	9,600
Vermont	6,000

### QUESTION:

Would efficient drug law enforcement be impaired by such an allocation? If not, why are you proposing to delete this provision?

### ANSWER:

We do not believe that minimum amounts of PE/PI funds should be set aside for particular states. PE/PI funds are an investigative tool used to attack the highest level criminal organizations trafficking in drugs in this country. These organizations are not limited to individual state boundaries. Our current system allows us to shift PE/PI funds from one geographic area of the country to another, with relative speed and ease, so that we can pursue investigations on a national scale. The expenditure of PE/PI funds is dependent upon the predetermined or potential significance (class) of a particular investigation and/or the overall ongoing or potential investigative activity in a given area. Should the investigative activity in any area, be it Burlington, Vermont, Fargo, North Dakota, or Chicago,

Illinois, dictate the need for additional PE/PI funds, every effort would be made to satisfy the need, regardless of amount. In addition, PE/PI funds are Federal funds to be used in Federal and Federal/State and local cooperative investigations by Federal investigators. They are not set aside for individual states as is the case in law enforcement assistance programs or criminal justice grant programs. Setting a minimum PE/PI allocation for particular states could set a precedent for other states eager to compete for Federal funds. Such a precedent would deny us the flexibility to quickly respond to areas of greatest need, whether it be Great Falls, Montana, or Miami, Florida and would deprive our agents of a needed investigative tool.

#### Grace Commission Recommendations

##### QUESTION:

What were the recommendations of the Grace Commission with regard to DEA?

##### ANSWER:

There were no recommendations from the Grace Commission with regard to DEA or its operations; however, DEA will be affected by the Commission's overall recommendation that the number of GS-11/15 positions in the Federal Government be reduced.

Such a reduction will have an adverse impact on our ability to perform our mission because we hire at a relatively high grade level. All of our agents now being hired have college degrees, some have advanced degrees, as do our chemists and pharmacists. Thus, we are dependent on a class of recruits that can be hired only at high grade levels. The bulk of our investigators and chemists are in the GS-11/15 range. Reductions such as those recommended by the Grace Commission will hamper our ability to recruit and retain personnel with the necessary skills and educational backgrounds.

#### Organized Crime Drug Enforcement Task Force

##### QUESTION:

Four categories of investigation are cited on page 12 of the justifications. Where do the Organized Crime Drug Enforcement Task Force (OCDETF) cases in which DEA either leads or participates fit? Aren't OCDE cases DEA's principal effort, or are these cases primarily directed by the FBI?

##### ANSWER:

The OCDETF cases emanate primarily from three sources: (1) DEA-initiated investigations, (2) FBI-initiated investigations, and (3) cases initiated by the OCDETF themselves. OCDETF cases are not described on page 12 of the Domestic Enforcement Program because the OCDETF are currently a separate program (see pages 18-20). While DEA does participate in and supervise some of the OCDETF cases, all of

which are high-level and major, this is but one of DEA's principal activities.

In addition to the OCDETF Program, DEA directs investigations targeted at hundreds of Class I and II trafficking organizations (high-level). These investigations resulted in over 6,636 arrests in 1983. Simply stated, DEA has several principal areas of effort in addition to the OCDE Task Forces; these are the:

- . Domestic Enforcement Program
- . Foreign Cooperative Investigations
- . Federal/State and Local Task Forces
- . Diversion Control Program

OCDETF cases are not primarily directed by the FBI; currently DEA is directing approximately 60 percent of such cases.

QUESTION:

I understand that DEA has assigned a "coordinator" and a "supervisor" to administer its personnel participating in each of the task forces. Please explain the difference in the function of these two positions.

ANSWER:

In March, 1983, when the OCDETF program became fully operational, DEA assigned 12 OCDETF Coordinators at the GM-1811-14 level to coordinate DEA's participation in the 12 OCDE Task Forces. This was done in accordance with the Task Force Guidelines of January 20, 1983, which called for the designation of an agency coordinator in each of the 12 task forces.

Essentially the DEA OCDE Task Force coordinator works full time with the U.S. Attorney Task Force Coordinator and other agency Task Force Coordinators in the day-to-day operation of one of the 12 task forces. He confers with the AUSA Task Force Coordinator on the evaluation of all proposed Task Force cases. In conjunction with other agency coordinators in the core city coordination group he determines the scope of the investigation, recommends the assignment of Task Force agents and officers to specific parts of the investigation, provides background, suggests procedures and investigative techniques and regularly reviews the provision of resources to Task Force cases in all districts within the Task Force.

He is responsible for many of the administrative aspects of the program including the control of OCDETF funds. He serves as the DEA representative to one of the 12 Task Forces and as such serves as agency spokesman on agency policies and procedures affecting OCDETF matters.

The OCDETF coordinator is a full-time position and one which in most circumstances precludes an active and aggressive daily management of high level drug cases. This daily management and direction of investigations and case agents is conducted by DEA Group Supervisors. Group Supervisors are an integral part of DEA's management structure both within the OCDE Task Forces and in our regular domestic enforcement program. The Group Supervisor directs the enforcement activities of 10-15 special agents in an enforcement group. He is the

## Foreign Cooperative Investigations

### QUESTION:

You are reflecting a proposed reduction of \$620,000 and 11 positions for this activity. The justifications say that this reduction reflects that personnel increases previously requested by the President and approved by Congress in 1984 satisfactorily meet the most urgent requirements for these investigative activities. I don't quite understand that statement. Are you saying that you are eliminating the funds added by Congress above the budget for this activity? If so, what would be the impact of this decision?

### ANSWER:

In FY 1985, we are requesting an increase in funding of \$2,775,000 for this program. We believe that this will adequately meet the needs of this program; therefore, we are proposing the reallocation of the 11 positions and \$620,000 to immediate higher priority requirements.

## Diversion Control

### QUESTION:

Does DEA prioritize the major drugs of abuse, and how does the problem of domestically grown marijuana fit into your priority system?

### ANSWER:

The traditional national enforcement priorities which ranked the drugs of abuse on a national level according to their social, health and economic consequences were discontinued in FY 1983. At that time, FY 1983 agency objectives set localized drug priorities since the specific nature of the drug traffic differs from one locale to another. Under the FY 1983 and FY 1984 DEA priority objectives the assessment of local situations dictates the relative priorities of the individual field elements. The localized drug priorities are based upon: (1) the risk potential to the individual user; (2) use prevalence and demography; (3) the socioeconomic impact of drug abuse and trafficking; and (4) the role of the particular area in national and international trafficking patterns.

Accordingly, if a specific DEA field element identifies the emergence of a marijuana cultivation problem in that office's area of responsibility, then that office's manager will appropriately dedicate his resources to combat the problem. Therefore, the DEA manpower dedicated to the program varies by field element. Nationwide, DEA had 61 employees available to the program during FY 1983. At headquarters three staff coordinators are dedicated full-time to the program. Conversely, field offices have personnel dedicated to the

QUESTION:  
What is the DEA priority list for FY 1985, which is referred to on page 13 of the justifications?

ANSWER:

The statement on page 13 was meant to be rhetorical and does not imply that DEA has a priority list of activities for 1985. In the dynamics of international drug trafficking, such a priority listing for two years in the future would be of little practical value. DEA does establish priority objectives as an integral part of division work plans for the coming year.

### State and Local Training

QUESTION:

In the General Administration appropriation, we have been funding a network of regional information sharing systems to support state and local intelligence and investigative efforts. This program is known as "State and Local Drug Grants". Most of these efforts deal with drug and/or violent crime. Does DEA's State and Local Task Force program work with and support these state and intelligence sharing efforts?

ANSWER:

The Western States Information Network (WSIN) is the only one of the regional information sharing systems that DEA's State and Local Task Forces participate in to any significant extent.

### Intelligence

QUESTION:

The FY 1985 budget request reflects a net reduction of \$259,000 and an increase of 7 positions for the intelligence activity. These amounts reflect a proposed reduction of \$1,551,000 and 29 positions for the 1984 Congressional add-on for this program, and an increase of \$1,292,000 and 36 positions for more analysis and sharing of information among members of the intelligence community and the assignment of additional intelligence specialists to the OCDE Task Force regions. How will these intelligence specialists differ from specialists already working at DEA?

ANSWER:

When the OCDE Task Forces were initiated, DEA was tasked with assigning thirteen intelligence analysts to the Task Forces. Because of the priority given to the Task Forces, DEA fulfilled this requirement by assigning intelligence analysts from existing manpower, thus leav-

which are not part of the Task Force. The analytical work is basically the same. Whereas the Task Force analysts work with multi-agency sourced investigative and intelligence reporting the analysts assigned to DEA investigations work primarily with DEA sourced material.

QUESTION:

What will be unique about the data base referred to on page 46 of the justifications which differs from the intelligence data base which DEA already has on level I and level II violators?

ANSWER:

The data base referred to in the 1985 Authorization and Budget Request will consist of investigative and intelligence data reported by all of the participating OCDE agencies. The information derived from DEA reporting will be examined to determine what impact the data could have on the investigation; it is systematically filed for future research.

QUESTION:

DEA has been criticized for not providing sufficient tactical intelligence from drug source and transit countries to the interdicting agencies, i.e., Customs and Coast Guard. Will any of these new positions be used for this purpose? If not, what will they be used for?

ANSWER:

Twenty-three of the positions in our FY 1985 request are designated for the special intelligence program. One of the prime concerns of this program is air and sea interdiction worldwide, including major emphasis on Caribbean interdiction programs supported through EPIC. Both Customs and Coast Guard have direct access to EPIC data.

ADP and Telecommunications

QUESTION:

The FY 1985 budget includes an increase of \$3,270,000 and eight positions for ADP and Telecommunications activities. How much of this increase will be used to expand the PATHFINDER system? The justifications indicate that you need to expand this system because it is saturated and cannot handle the workload. What elements of this system have become saturated?

ER:

the FY 1985 budget submission DEA asked for \$600,000 and four positions to convert the PATHFINDER System to process on the Department of Justice (DOJ) central computer facility running under the Base Management System Model 204. In addition, \$200,000 and a position was requested to convert the Asset Removal System (that processes on the PATHFINDER system hardware) to the DOJ computers under DBMS Model 204. All of these resources are required to convert and exploit the existing PATHFINDER capability. While none of these resources are directly aimed at expansion, the conversion itself will result in the capability to meet further expanded demands. The PATHFINDER hardware has reached its limitation (saturation) in the areas of mass storage, CPU processing power and the physical availability of communication ports. Further, the PATHFINDER system is now running a modified operating system (UNIX Level 6) which is now three releases behind the current industrial standard release (UNIX System V). Not being on a standard industrial release is extremely limiting, since any changes to the operating system require the issuance of a sole source contract.

QUESTION:

What has been the average number of inquiries handled by the system over the last three years and how often is its data base purged of outdated information?

ANSWER:

Since PATHFINDER was wholly replaced in 1981 those statistics are not comparable to the present. While PATHFINDER was expanding in 1982 the transaction volume was approximately 400,000. The number of PATHFINDER transactions for 1983, was 800,000. The major PATHFINDER files are updated weekly and outdated information is purged. All other PATHFINDER files are updated daily or as needed by the PATHFINDER users.

QUESTION:

I understand that this system was originally described as a highly secured intelligence system and that the high security feature was a justification for a large part of the system's original cost. However, your justification says you now plan to integrate PATHFINDER with other information systems. How will the security of data in PATHFINDER be assured once the system begins running on the Department's computer center?

ANSWER:

A joint DEA, FBI, DOJ study concluded that other DEA systems needed to be secured to the same level as PATHFINDER. Therefore, any integration will be among systems of equal security requirements.

In order to do this, DEA plans to protect its network, terminals, and central computing facility to the fullest extent recommended by the study.



separately?

ANSWER:

Although NADDIS and PATHFINDER contain similar data elements, they do so for different reasons. PATHFINDER information is a subset of NADDIS with added information. NADDIS contains information needed to manage investigative files. PATHFINDER more importantly is a data base management system (DBMS) with many functions NADDIS does not have.

Current plans are to consolidate both systems under a single hardware system and DBMS. This decision was based not only on cost but overall ADP strategy.

## State and Local Training

### QUESTION:

You are requesting a \$103,000 reduction in funding (and minus two staff positions) for State and local training programs. Will this reduction permit DEA to maintain its current level of enforcement in this area? What new initiatives are being proposed in this area for 1985? Is this an adequate amount of funds for State and local law enforcement officers to guard and dispose of narcotics evidence properly? Didn't we have a problem with that last year?

### ANSWER:

The reduction of two positions and \$103,000 will not adversely effect DEA's current State and local training activities. In 1983 DEA reorganized, and in order to maintain the then current level of agent and direct support staffing, it was necessary to reduce planned staffing in other areas (including State and local training) to on-board levels. This permitted the continuation of current programs with no diminution of activity.

DEA has the primary responsibility for developing a national drug abuse control strategy. Enforcement, drug supply suppression and prevention programs must be adequately communicated to State, local, military, and other Federal officials if DEA's national strategy is to have full impact. National manpower being brought to bear against the illicit drug traffic is increased and made more efficient if State, local, military, and other Federal law enforcement agencies can be sufficiently trained, or brought up-to-date in the skills peculiar to drug enforcement and suppression. This approach also frees Federal resources for concentration on high level national and international drug trafficking organizations.

In furtherance of these goals, DEA expects to train approximately 8,000 State, local, military and other Federal personnel in 1985. Most of this training will take place in the field and will be conducted by DEA's 19 Divisions. The training will provide a variety of basic, advanced, specialized, management, leadership and methods of instruction training. The advanced and specialized skills training will include conspiracy, financial investigations, asset removal, clandestine laboratory investigations and diversion control training.

For the most part narcotics seized by State and local officers are turned over to DEA for security and disposal. This is a problem given the enormous quantities of drugs being seized. In an effort to find a solution we have reached an agreement with the Department of Justice concerning the disposal of bulk quantities of marijuana. The new procedures allow us to keep a representative sample of the seizure for evidence purposes and destroy the remainder. Although these procedures go a long way toward solving our problems with storing marijuana, they do not apply to other drugs. We also keep substantial amounts of seized heroin and cocaine, which we would

QUESTION:

You are requesting no increases in funds or personnel in the Domestic Enforcement Program. What recent accomplishments can we attribute to this program? Has Domestic Enforcement been so successful that additional funds or staff are not necessary?

ANSWER:

In 1983, DEA averaged approximately 1,000 arrests and 800 convictions per month. These figures include DEA-assisted State and local arrests and convictions. Heroin seizures increased in 1983 from 230.8 kilos to 306.4 kilos. Seizures of cocaine increased by 35 percent or 2,622.8 kilos. Marijuana seizures decreased slightly as efforts were increased in the eradication of domestic marijuana. It is estimated that close to 4 million plants were destroyed in 1983 by DEA-assisted local law enforcement agencies. During the past year 182 clandestine laboratories were seized, including 94 methamphetamine and 33 PCP laboratories.

FBI support of our enforcement mission has already resulted in impressive teamwork. By the end of 1983, 37 percent of the FBI narcotics and dangerous drug related investigations were joint DEA/FBI cases. Currently, there are nearly 600 joint investigations in which the FBI is lending its expertise in financial and organized crime investigations. The number of DEA Title III wiretaps has also increased from 37 in 1982 to 48 in 1983, while 63 are projected for 1984 (excludes extensions). The FBI has participated extensively in wiretap operations. DEA and FBI agents have also been cross-trained to enhance their effectiveness in the field. All FBI agents have been exposed to training in narcotics investigations. Of these agents, approximately 600 have received specialized narcotics training. DEA agents have also received training regarding the FBI mission and services.

Along with the increased involvement of the FBI, another major development in the drug enforcement effort has been the participation of the military in drug intelligence operations. DEA is only beginning to realize the results of this new resource. In conjunction with the South Florida Task Force and related operations, the Navy E2's (Hawkeye) aircraft provide detection capability and the Army's Cobra helicopters have been used as chase aircraft. The Navy has been regularly and increasingly relaying suspect vessel information to EPIC for evaluation and action. The Navy has provided direct assistance to the U.S. Coast Guard, and participated in boarding and taking custody of suspect vessels. Coast Guard crews are also on-board some Navy vessels. DEA anticipates that military assistance will play an increasing role in confronting and containing illicit drug smuggling on the high-seas.

has both domestic and foreign drug enforcement responsibilities. Use of our mission, we also have offices located throughout the Caribbean in San Juan, Puerto Rico; Kingston, Jamaica; Nassau, Bahamas; and Santo Domingo, Dominican Republic. At the present time the Miami Field Division staffs the DEA elements of the Florida Joint Task Group and the National Narcotics Border Interdiction System (NNBIS). Initial DEA staffing of the Joint Task Group comprised 73 Special Agents, 4 Intelligence Analysts and 6 Clerical/Support personnel.

Since March 1982, DEA has participated in the South Florida Task Force along with Customs, the Bureau of Alcohol, Tobacco and Firearms (ATF), the Immigration and Naturalization Service (INS), and the Coast Guard. This task force established a coordinated, multi-agency attack against the marijuana and cocaine traffic in the Caribbean. Customs and DEA participate in this program under a Florida Joint Task Force Group, which conducts drug smuggling investigations, as well as financial investigations in the State of Florida. For the period March 1982 to January 1984, these efforts have resulted in 805 arrests, 1,228 drug seizures, and a total of \$23,099,000 in asset seizures.

In March 1982, DEA, through its office at the American Embassy, Nassau, proposed to the Bahamian Government a collaboration of law enforcement agencies of the United States and those of the Bahamas and Turks and Caicos Islands. This operation, with the code name "BAT" (Bahamas/American/Turks and Caicos Islands), employed DEA, U.S. Coast Guard and U.S. Customs aircraft to transport Bahamian law enforcement agents, under Bahamian supervision, on raids of drug and fuel caches in the islands. Turks and Caicos law enforcement officers operated similarly in their islands, since their participation in this operation was designed to provide a coherent and comprehensive plan to interdict drugs in the Bahamas, Turks and Caicos destined for the United States. Originally this operation was to last for ninety days, however, due to its success BAT has been continued.

DEA is also actively participating in President Reagan's program to combat organized crime and drug trafficking, along with the FBI, the Internal Revenue Service (IRS), BATF, INS, U.S. Marshals Service, Customs and the Coast Guard. DEA personnel are actively involved in the 12 Organized Crime Drug Enforcement Task Forces (OCDETF). These Task Forces are focused on those levels of organized crime drug trafficking enterprises that direct, supervise, and finance the illicit drug trade. By the end of FY 1983, 274 DEA agents had actively participated in 266 OCDETF cases, 519 arrests had been made, over 235 indictments had been returned, 117 individuals had been convicted, and approximately \$19,500,000 in trafficker assets had been seized.

Although no program increases are requested for the domestic enforcement program, other efforts have been initiated that, in fact, augment the resources available to the domestic enforcement effort:

1. Drug Enforcement Operations had been significantly enhanced by the establishment of OCDE Task Forces with greatly increased resources, as well as other agency participation.
2. In 1985, DEA did request a significant increase of intelligence positions, in addition to staffing of a Miami OCDE Task Force with 35 positions.

## Heroin Traffic

Southwest Asian (SWA) heroin continued to dominate the market in June 1983, while Southeast Asian (SEA) heroin maintained its increased share noted during the first quarter of 1983. Cocaine abuse and availability appears to have stabilized at 1982 levels, which were substantially above those reported in 1981.

## Cocaine Traffic

Current indicators of cocaine abuse and availability suggest continued high levels reported during 1982. Since March 1983 there has been an oversupply of cocaine, with a consequent decline in prices in selected cities, and recent data show that the demand price is beginning to show at the retail level.

During 1983, DEA and other Federal law enforcement agencies seized more than 20,000 pounds of cocaine. This is the highest gate volume of cocaine ever seized during a one-year period. Arrests totalled 4,853. Nine hundred and eighty-four of the defendants were Class I or II violators. More than 50 percent of the cases arrested by DEA on cocaine charges were in Class I or II cases.

These seizure and arrest statistics have both negative and positive implications. On the negative side, the statistics confirm a continued and unprecedented volume of available illicit cocaine in the U.S. market with the proliferating milieu of U.S. distributors. Falling prices in late 1983 also portend an expanding U.S. consumer market. While coordinated U.S. drug enforcement achievements have escalated dramatically in 1983, foreign supply reduction efforts have not kept pace with U.S. programs, and consequently U.S. cocaine availability continues to escalate. Throughout 1984, there was no significant coca eradication in major coca source countries. At the close of 1983, despite evidence of coca's falling prices on the international market, illicit coca growth and production continues to proliferate in Bolivia and Colombia.

On a more positive note, U.S. drug enforcement programs and strategies are becoming more solidified and coordinated. DEA intelligence and enforcement results are unparalleled. Political and public support in the U.S. and abroad against the cocaine trade is increasing. International investigative cooperation, particularly among coca source and transit nations, is similarly expanding.

U.S. drug operations are becoming significantly more sophisticated, buttressed by high level U.S. political, military, diplomatic and budgetary support. In short, U.S. drug law enforcement efforts against cocaine in 1983 have been impressive, and have sent a clear signal to source nations concerning the U.S. commitment to international drug control.

Synopses of some of DEA's significant cases in 1983 follow:

Methamphetamine abuse and trafficking have remained stable. The use of oral dosage forms of amphetamine has declined. The trend of diminishing availability and abuse of methaqualone, noted during 1982, has continued. PCP availability and abuse, which increased in 1982, has continued to accelerate in 1983, contrary to the downward pattern of 1979-1980. The abuse of pharmaceutical substitutes for heroin is relatively stable, although there has been a slight shift in preference from pentazocine (Talwin) to codeine preparations and hydromorphone (Dilaudid).

Synopses of some of DEA's significant cases in 1983 follow:

### Heroin Investigation

During the latter part of 1982, an informant was developed in the Philadelphia District Office who had the ability to penetrate a major Sicilian heroin trafficking organization in the northeast. The organization was responsible for the importation and distribution of vast amounts of Southwest Asian heroin into North America.

During 1983, undercover agents of the DEA, working in conjunction with the FBI in this joint OCDETF case, purchased approximately \$780,000 worth of heroin, which resulted in the total seizure of 13 pounds of heroin (pure) over the extended period of time. A wiretap (Title III) was used by the agents which enabled conspiratorial defendants to be implicated in the investigation.

The case culminated in January 1984, with simultaneous arrests in Philadelphia and New York by DEA/FBI agents, which resulted in the arrest of eight defendants and the seizure of over \$1,000,000 in assets of the group. The case was a significant blow to the organized crime element in the United States, which specifically controlled the flow of heroin to major American cities.

During 1983, U.S. Customs at Seattle, Washington and San Francisco, California intercepted couriers smuggling half-pound to pound quantities of pure Southeast Asian heroin from Bangkok to the U.S. Subsequent investigation by DEA revealed a major heroin organization operating from Las Vegas, Nevada. The principal members of this organization were prosecuted federally and are currently incarcerated. DEA provided intelligence information regarding the scope and extent of the distribution organization to the Las Vegas Metropolitan Police Department. In early 1984, 42 narcotic violators were arrested and charged with State violations in this cooperative effort. A reverse undercover operation was used and assets were seized and are undergoing forfeiture proceedings pursuant to a new Nevada State tax statute. This investigation resulted in the identification of the source of supply in Thailand. Officers from the Las Vegas Metropolitan Police Department and DEA agents continued the investigation in Chiang Mai, Thailand through undercover operations resulting in the arrest of the source by Thai authorities. This is an excellent example of the results that can be obtained through cooperation between Federal, State and local authorities, as well as cooperation internationally.

covery and seizure of 295 kilograms of cocaine. DEA agents from the Reno and Sacramento Resident Offices responded and the follow-up investigation revealed that the ranch was being used as a cocaine conversion laboratory. A subsequent search of the ranch resulted in the seizure of an additional 10 kilograms of cocaine along with numerous 5 and 55 gallon containers of ether and acetone. The owner of the ranch as well as three companions were arrested. All four defendants, two of whom were from the Miami, Florida area, were transported to Sacramento, California, where they were arraigned before the U.S. magistrate. The four defendants were held in lieu of \$1 million bail each and on October 19, 1983, they were indicted by the Federal Grand Jury in Sacramento. The investigation led to seizures of nearly 300 pounds of cocaine, documentation of more than 5 tons of cocaine being imported, and the indictment of 30 persons.

### Dangerous Drugs

On October 31, 1983, defendants James Calvin Johnson, James D. Johnson, and Timothy Chris Johnson pled guilty to conspiracy to manufacture methaqualone. The convictions of all defendants were achieved by plea bargaining conducted between the district attorney and the defendants. After his conviction, James Calvin Johnson agreed to surrender approximately 600 pounds of pure methaqualone powder that had been manufactured at his clandestine laboratory to agents of the Greensboro Resident Office, the North Carolina State Bureau of Investigations and the Davidson County Sheriff's Office. He also surrendered approximately 200 pounds of anthranilic acid and other precursors necessary for the manufacture of methaqualone.

Another investigation, which ultimately led to a special enforcement operation (Operation Birdman), began in South Florida in 1980. The multimillion tablet methaqualone distribution organization has organized crime connections which reach from the U.S. into China, Canada, the Bahamas, Colombia, Cuba, the Netherlands and Germany. Intelligence information indicated that methaqualone was shipped from China to the freeport of Hamburg, Germany, and then through the Netherlands to Canada, the Bahamas, and Florida. On April 4, 1983, 900 kilograms of methaqualone were seized in Nassau, Bahamas. On July 21, 1983, 27 people were arrested as a result of this investigation. There are outstanding warrants on three other individuals, most of whom are presently in Canada. Phase II of Operation Birdman is anticipated to produce financial assets and cooperating testimony from some of the arrestees.

## Financial Investigation

In the period 1979-1983, DEA has significantly increased activity in the prosecution of the financial aspects of drug trafficking by increased use of criminal forfeiture proceedings (18 U.S.C. 1963 and 21 U.S.C. 848) against violator assets; and increased use of civil forfeiture proceedings (21 U.S.C. 881) against drug violators assets. During 1981, DEA, in cooperation with other agencies, seized drug related cash and property valued at \$161 million from drug violators and in 1982, approximately \$191 million in assets were seized. In 1983, cooperative drug asset seizures by DEA reached \$235,000,000 which will be ultimately forfeited to the U.S. Government.

In March 1981, DEA became aware of numerous bank accounts which had been established and managed on behalf of Eduarde Orozco, a Colombian businessman allegedly involved in the importation and exportation of coffee. Because of the frequency, size and manner in which deposits were being made into these accounts, it appeared they were being used to launder illegal monies. Orozco claimed that the money was generated by wealthy Colombian coffee merchants who used his organization to avoid taxes in Colombia, and to purchase more stable U.S. currency.

Final results of this investigation revealed that Orozco had deposited in excess of \$150 million through various accounts in an effort to avoid disclosure of the true owners of the monies. Further, he had imported \$42 million into the United States without proper notification to the U.S. Customs Service. Orozco was ultimately convicted of six counts including conspiracy, currency violations, false statements to government agencies and travel act violations. This was the first prosecution/conviction on conspiracy charges without a drug seizure and/or undercover drug negotiations involving a money laundering defendant.

In a recent Miami conspiracy case, DEA arrested 36 individuals, two of whom were bank officials - the Vice President of the Installment Loan Department of the Great American Bank and the Assistant Vice President/Operations Manager for the Bank of Miami. The defendants had negotiated with DEA agents for the purpose of referring clients for money laundering and investment services. Approximately \$45 million in drug money had been laundered through these banks for various cocaine traffickers.

In California, a DEA investigation centered around the Garfield Bank, which has four branches in the Los Angeles area. A prominent Los Angeles attorney would collect huge sums of money from drug trafficking clients and deposit them at branches of the Garfield Bank. The attorney and the bank's management had entered into an agreement not to fill out transaction forms required by the Bank Secrecy Act. From California the funds were transferred to a bank in Bermuda, where the attorney had established trust accounts. These accounts were controlled through fictitious companies registered in Liberia. Money from the Bermuda trust accounts was then transferred back to the traffickers in the United States in the form of phony loans. This group of violators laundered millions of dollars before arrests took place. After the arrests and before the trial, the attorney was found shot to death in a stairwell. Two bank vice presidents and the Chairman of the Board of the Garfield Bank pleaded guilty to



violation of the Bank Secrecy Act, and the institution itself was fined \$2.3 million.

The Donald Steinberg organization was a large group of individuals, nearly all under 30 years old, who operated a major marijuana smuggling operation based in Fort Lauderdale, Florida. Steinberg's organization conducted numerous business ventures in conjunction with smuggling activity in Colombia, Panama, Kenya, Holland, Spain, Canada, Hong Kong, Singapore, the Bahamas, and Cayman Islands. During the first trial in the case, Steinberg testified that his organization had grossed over \$100 million in 1978. The Steinberg organization placed all assets in various corporate names, established an air freight company in Panama with four DC-7 airplanes that they purchased in Spain, and bought huge ocean freighters in Holland and Singapore for smuggling operations. They established expensive offices in Hong Kong, and wire transferred \$6 million through off-shore banks in the Cayman Islands to the Hong Kong office to set up the machinery to smuggle Thai sticks to the U.S. West Coast.

These are a few of the cases involving the movement and laundering of international drug proceeds. In increasingly large numbers, both domestic and international drug investigations are centering around the tremendous sums of money generated by this illicit trade. The terms "drug investigations" and "financial investigations" have nearly become synonymous, as agents attempt to trace the movement of billions of dollars through the maze of international banking in an effort to identify and remove profits. Drug traffickers are relying more and more on the world banking system to assist them in the movement and "laundering" of drug money.

#### Domestic Marijuana Eradication

The DEA Domestic Marijuana Eradication program was designed to promote information sharing among Federal, State and local authorities. Prior to 1981, DEA's cooperative eradication program was limited to Hawaii and California. This was expanded during 1981 to include Oregon, Florida, Georgia, Missouri and Kentucky. Since that time, the program has expanded rapidly to include 25 states in 1982 and 40 in 1983. While the magnitude of cannabis growth in some states is greater than others, almost all of the participating states experience some illicit cannabis growth for financial profit. The planning process for the Marijuana Eradication program is coordinated at the Federal level by all relevant agencies. Regularly scheduled strategy and policy guidance sessions are conducted by the White House Drug Abuse Policy Office and frequent contact is maintained with the U.S. Forest Service and the Bureau of Land Management. A total of 61 DEA program coordinators are located within headquarters and in all divisions where participating states are represented. Regular planning sessions are held by DEA program coordinators with their respective State and local counterparts. Together they develop an operational plan for each participating State, which becomes the basis for allocations of resources by DEA and other Federal agencies.

DEA's strategy has been to provide a varying level of support in each State in proportion to the estimated volume of cultivation. This assistance is designed to support, at a minimum, an aggressive search program. DEA's role in this cooperative venture has been to en-

cation efforts. This represents a substantial increase over the previous year when four such sessions were conducted. These schools trained a total of 624 State and local law enforcement officers in aerial observation techniques, the legal requirements to obtain search warrants in their States, methods to conduct raids to destroy the cannabis crop, and procedures to arrest and prosecute those individuals identified with the cultivation. Participants included not only State and local officers, but also personnel from the U.S. Forest Service, the Bureau of Land Management and the military.

In 1983, DEA made available on an "as needed" basis 11 aircraft to complement State and local air surveillance efforts. The importance of aircraft in the eradication/suppression effort cannot be overstated. In 1982, 481 missions were flown by DEA in support of the program, and in 1983, the number of flights increased to 683 missions. In addition to their critical role in locating plots, rotary winged aircraft are often required to move enforcement personnel into remote growing areas, and to extract the plants and personnel once eradication takes place.

DEA also worked with the states and other Federal agencies to enhance public awareness of the cultivation problem. As a part of this initiative, DEA produced a videotape depicting the Federal and State effort in 1982. This tape has been widely distributed and aired on several public television stations to make State executive, legislative, law enforcement personnel and the general public more aware of the domestic marijuana production problem and the steps being taken to counter it.

An example of the kind of cooperative program DEA is encouraging in the CAMP Operation recently concluded in California. CAMP is an acronym for "Campaign Against Marijuana Planting". This operation included the active participation of 24 Federal, State and county agencies including the California National Guard. The operation targeted high density cultivation areas in 14 counties of California. Under DEA's sponsorship and support this multi-agency task force conducted eradication operations from August 15 to October 7, 1983. Some 450 plots of cultivated high grade "sinsemilla" marijuana were raided and over 58,000 plants of marketable marijuana were seized. Sixty-one arrests were made incident to this highly effective enforcement activity.

In 1983, a total of 3,783,943 marijuana plants, in 70,592 plots were eradicated. This resulted in the arrests of 4,318 subjects, and the seizure of 984 weapons. Twenty-six percent of the plants were high potency sinsemilla. Ninety-nine percent of the total number of plants were eradicated in states with DEA cooperative programs.

Another important aspect of this program in 1983 was the use of the herbicide paraquat on marijuana fields. Paraquat was used to eradicate marijuana in the Chattahoochee National Forest in Georgia, and in the Daniel Boone National Forest in Kentucky. Court challenges by environmental groups resulted in a temporary restraining order against the use of paraquat on Federal lands until an Environmental

Impact Statement (EIS) has been completed. DEA is proceeding to develop the EIS. Four public meetings were held in January 1984, in Atlanta, Denver, Spokane, and Washington, D.C. They provided a forum for public input on the scope of the issues and alternatives to be examined in an EIS. DEA is determined to continue aggressive eradication efforts even if it has to be done manually.

### ADP and Telecommunications

#### QUESTION:

You are again seeking an increase in the ADP and Telecommunication Program (8 positions and \$3,270,000). How have past increases and this increase helped to automate DEA efforts? In what significant areas? Do you project needing additional increases for FY 1986? If so, how much? Last year you indicated that you did not have sufficient space for your ADP facility and that you would need to relocate. Has relocation been completed? Is the new location satisfactory?

#### ANSWER:

DEA's ADP and Telecommunications Program received increases in FY 1981, 1982 and 1984. As a result of these increases, DEA has installed the DEA Teleprocessing System (DATS) at 16 overseas locations, and 4 additional locations are scheduled for installation in FY 1984. A contract has been awarded for the acquisition of Data Encryption Standard Devices (DES) and installation will be completed during FY 1984. In addition, the FY 1984 program increase provides for a feasibility study to convert the Automated Reports and Consummated Order System (ARCOS) and Diversion Analysis Data System (DADS) to the Model 204 Data Base Management System. This study will also address the potential for legitimate controlled substances producers and distributors to access the system to enter and verify orders in an on-line mode. A contract has been awarded for the complete redevelopment of DEA's Property Management System. Further, final efforts are underway to award a contract for the conversion of the DEA Accounting system (DEAAS) to the Model 204 Data Base Management System. The General Services Administration on behalf of DEA, is entering into a contract with a commercial contractor to renovate and construct a computer facility at 2400 M Street, N.W., Washington, D.C., to accommodate DEA's in-house computer systems. Construction is scheduled to start in May 1984, with completion in January 1985. The computer is scheduled to be moved and become operational during the third quarter of FY 1985. DEA has arranged for guard service to protect the access to 2400 M Street, N.W.

Should DEA receive the program increase requested in the FY 1985 budget submission, the following significant projects will be accomplished:

- a. PATHFINDER will be converted to Model 204 Data Base Management System.
- b. The El Paso Intelligence Center (EPIC) Systems will be converted to the Model 204 Data Base Management System.

- e. We will be replacing Optical Character Recognition equipment and Xerox 1200 forms printer, which have now reached the end of their systems life cycle.
- f. Based on the ARCOS/DADS study being conducted in FY 1984, we will redesign these systems.
- g. Fraudulent documents now kept at EPIC will be brought under the control of a micrographics system, and the original document will be filed in a vault for safekeeping.
- h. DEA will enter into a contract to procure a prototype automated cash recording system so the serial numbers, denominations and moneys seized or used in flash rolls can be properly recorded without the use of valuable special agents time.

### Dangers of Cocaine

#### QUESTION:

Despite DEA efforts, the trafficking and usage of cocaine continues to rise dramatically in this country. In 1982 it was estimated that there were approximately 4.2 million people using cocaine at least one a month. Cocaine related deaths rose from 90 in 1978 to 238 in 1982 (not including NYC). Cocaine related hospital emergencies are also on the rise. What has DEA done to inform the people of the dangers of this drug which many people and studies deem as "harmless"?

#### ANSWER:

DEA has sought both to incorporate abuse prevention efforts in its primary law enforcement activities, and to develop a specialized public oriented information program. Initial appraisal of these efforts is definitely positive, and the emphasis is on intensified effort. DEA is building up a momentum in the drug abuse prevention public information area that can be maintained by continued and additional support.

In the area of public education efforts, DEA is meeting the challenge in two major areas: law enforcement effort-related and drug abuse prevention specific. The latter is, predictably, the more intensive and precisely targeted.

In performing directly case-related public affairs functions, DEA stresses the law enforcement activities resulting in arrests and seizures, but also underlines the dangers of the drugs involved and the need for public awareness. Anti-abuse information and material

are provided to media representatives with the encouragement that they be incorporated in their coverage, which reaches thousands of viewers and readers.

In the more direct and tangible realm of directly informing the public of the dangers of drugs such as cocaine, a Preventive Programs Coordinator has been appointed to establish, pursue and monitor a coherent and intensive effort. Other DEA staff are called upon to assist in this effort as priority demands and availability permits.

In this area DEA is pursuing a number of initiatives that include working with other Federal agencies, State and local law enforcement organizations, and community groups in stimulating cooperation in the prevention effort among local governments, schools, civic organizations, businesses and parents groups.

These initiatives include direct and indirect participation in activities in non-Federal areas. Examples are an on-going program in a New England community, which is in its fifth and final phase, and one being undertaken in Colorado. These programs involve virtually every element of the communities involved. These initiatives also include continuing communication and coordination with the National Institute on Drug Abuse (NIDA) and other Health and Human Services (HHS) agencies. The efforts here include the dissemination of publications, the promotion of the NIDA/Ad Council Drug Abuse Prevention Media Campaign, and the sponsoring of meetings, programs and technical assistance to nationwide efforts that involve organizations as varied as parent and professional groups, and sports and youth associations.

In yet another related area, DEA is broadening the scope of direct work with specific national groups, including the National Law Enforcement Explorers (a member of the DEA staff has been assigned as permanent liaison representative, and other agency personnel provide technical expertise to member youths), the National High School Athletic Coaches Associations, the National Federation of Parents for Drug-Free Youth, and medical/pharmaceutical and minority associations. This effort involves on-going participation in meetings and conferences, the distribution of publications and the providing of personnel to attend sessions and operate display booths.

Another phase of DEA's program, long maintained on an ad hoc basis but presently being systematized, is the providing by agency headquarters and field units of speakers, publications and display materials in their localities to inform the public at civic functions, schools and other gatherings.

DEA's staff further responds aggressively to individual requests for assistance and information that are received daily from citizens, groups, professional organizations and other governmental bodies at the Federal, State and local level. The DEA Congressional Affairs Staff works in collaboration with other agency offices to inform the nation's elected representatives and, through them, their constituents on such drug-related subjects as the dangers of cocaine. The testimony of DEA officials before congressional committees serves to enforce this effort. Upon receipt of prior approval DEA's library, one of the most comprehensive for its size, is open to public research into the dangers of cocaine and other drugs.

QUESTION:

Your FY 1985 request for Diversion Control reflects an overall re-targeting of DEA resources to meet higher priority enforcement responsibilities. Please explain how you will re-target your resources and what your higher priority enforcement responsibilities will be?

ANSWER:

The 1985 allowance did not provide for the filling of any significant portion of the positions added by Congress in 1984 since no additional allowance for full-time equivalent workyears were provided. With the priorities established for the basic program, and the Administration's 1985 objectives determined, there was little opportunity to productively fill or use the positions added by Congress in 1984 because a decision had been made that many of them would not be available in 1985.

The re-targeting of Diversion Control resources in 1985 will not affect the current on-board staffing, and will permit continuation of the base program at its on-going level. In fact, eight positions were requested for the Diversion Control program in 1985 to handle the increasing volume of drug reviews for scheduling. This re-targeting resulted in the shifting of the resources, which would have been available with the 1984 allowance to the Intelligence and Organized Crime Drug Enforcement programs in direct support of the agent workforce to meet the longer range threat of international drug enterprises.

SES/Medicare/Social SecurityQUESTION:

What are DEA's total requirements for the January SES pay raise and for Medicare and Social Security payments?

ANSWER:

The Drug Enforcement Administrations' total requirement for the January 8, 1984 pay increase including reimbursable costs was \$5,114,000. Included in this amount was \$77,000 related to Medicare, \$443,000 associated with Social Security payments, and \$20,000 for the Fair Labor Standard Act overtime payments. At the present time DEA has no Senior Executive Service employees.

you instructed to absorb any of these costs? If not, were

ANSWER:

The Drug Enforcement Administration absorbed \$614,000 of the total requested pay raise of \$5,114,000. The absorption was achieved as follows:

Salary and other pay benefits.....	\$549,000
Social Security (FICA).....	55,000
Medicare.....	10,000
TOTAL.....	<u>614,000</u>

QUESTIONS SUBMITTED BY CONGRESSMAN O'BRIEN

DRUG ENFORCEMENT ADMINISTRATION

Castro and the Narcotics Connection

QUESTION:

In October 1983, the Cuban American National Foundation released a shocking account (Castro and the Narcotics Connection) of the Cuban Government's use of narcotics trafficking to finance and promote terrorism in the United States. Do you agree with the conclusions of the report? Are they, in your estimation, valid? Do you have independent evidence to support similar conclusions? Have foreign intelligence operations of the magnitude inferred in this report been identified or uncovered in the United States?

ANSWER:

The Special Report, Castro and the Narcotics Connection, is basically a compilation of newspaper and magazine articles, and Congressional and court testimony.

The findings of this Special Report are:

1. The Government of Cuba is directly involved in the production and trafficking of narcotics with the goal of promoting addiction, violent crime, corruption and obtaining hard currency.
2. Cuban Government narcotics profits are used to finance and promote terrorism throughout the Americas.
3. Cuban Intelligence Agents (D.G.I.) entered the United States during the Mariel boatlift and have established a narcotics trafficking network.

DEA has testified before several Congressional Committees on the subject of Cuban Government involvement in drug trafficking. The Jaime GUILLOT-Lara case, which brought the subject to the public forum, was a DEA/Miami investigation. Most recently in February 1984, DEA Administrator Mullen testified before the Committee on Foreign Affairs, Task Force on International Narcotics Control that:

"... Although Cuba has been affected by the negative publicity generated by the GUILLOT investigation and has since become more cautious, it still permits drug traffickers to use the island as a transit point for drug shipments to the United States."

". . . (the information in this testimony) highlights some of the factors that lead us to believe the Cuban Government still sanctions the use of their country as a transit point for drugs destined for the United States."

DEA has no evidence that Cuba is directly involved in the production of narcotics, nor do we have information which defines their goals in drug trafficking. We do, however, believe that financial gain is a primary reason for their involvement. DEA also believes that, at least as a result of its association with GUILLOT, the Cuban Government supported revolutionary activities in Latin America with drug-related funds.

Through information gathered in the course of DEA drug investigations, we have not been able to prove that any of the Mariel refugees are agents of the Cuban Government who infiltrated the United States to traffic drugs. We do know, however, that many Marielitos are drug traffickers.

### Best Approach to Combating Illegal Drug Flow

#### QUESTION:

With the estimated flow of illicit drugs into this country reaching into the billions, some \$80 plus billion annually, what, in your opinion, is the best approach to fighting this problem?

#### ANSWER:

The DEA supports and endorses the Administration's five-pronged approach as the most effective strategy for combating drug abuse in the United States. The magnitude, complexity and seriousness of the problem demonstrate that an aggressive multifaceted approach offers the best solution to the problem. The five points of the strategy are:

1. International Cooperation, designed to vigorously interdict and eradicate illicit drugs before they reach the U.S. borders.
2. Drug Law Enforcement, aimed at disrupting major drug trafficking networks and interdicting illicit drugs enroute to the United States.
3. Education and Prevention, which engages Federal agencies, State and local governments, private industry, schools, parent groups, and others in a massive effort to raise the public awareness of drug abuse.
4. Detoxification and Treatment, providing programs to overcome the physical problems of drug addiction, as well as the social and psychological problems connected with drug use.
5. Research, designed to learn more about the potency levels of drugs, the motivation factors for taking drugs, the psychological effects of drugs, etc.

### Divided Responsibility for Drug Interdiction

#### QUESTION:

Federal responsibility for drug interdiction is divided among five



Federal drug enforcement activities through the Cabinet Council on Legal Policy and the Sub-Council on Drug Supply Reduction. Through these mechanisms, high level enforcement officials meet on a regular basis to discuss operations and devise comprehensive enforcement plans, as well as to resolve any differences that may result during the course of enforcement operations. As you note, drug enforcement operations are now coordinated through the twelve regional drug enforcement task forces, and interdiction efforts are coordinated through the Vice President's National Narcotics Border Interdiction System (NBIS).

In summary, these various initiatives represent an unprecedented effort by this Administration to coordinate Federal drug enforcement activities. We believe that these various organizational structures provide for needed coordination of the overall enforcement effort. Moreover, we have testified to the effect that the proposed "Drug Czar Bill" (H.R. 4028) currently pending in the House would likely undermine rather than improve coordination efforts and would, at least in the short run, disrupt Federal drug law enforcement efforts.

#### QUESTIONS SUBMITTED BY CONGRESSMAN PORTER

##### DRUG ENFORCEMENT ADMINISTRATION

##### Special Enforcement Operations

##### QUESTION:

How effective have your Special Enforcement Operations (SEOs) been? Is the success of this program commensurate with the resources expended?

##### ANSWER:

For synopsis purposes, a Special Enforcement Operations (SEO) is a concentrated enforcement initiative that provides for resource enhancement in a particular investigation or program. SEOs can be initiated by the Field Divisions or appropriate Headquarters drug sections. Normally, SEOs are formulated when a particular investigation crosses multi-jurisdictional boundaries, however, SEOs may also be initiated to immobilize a major drug trafficking organization operating within a limited geographical area.

By far, the majority of SEOs have proven to be most effective and productive. For example, "Operation Pipeline" in the southwestern United States resulted in the seizure of over 2,000 pounds of cocaine along with over two million dollars.

When compared to several offices conducting individual investigations on the same trafficking organizations, the expenditure involved in the operation of any particular SEO have proven to be extremely cost effective. In addition, SEOs have also proven to be effective vehicles for the development of OCDETF investigations.

QUESTION:

Have you improved your ability to use criminal forfeiture proceedings against drug violator assets? What ultimately happens to the majority of seized assets? Can these assets be used to benefit or fund further DEA activities?

ANSWER:

No, our ability to use criminal forfeiture proceedings has not improved. There is a need to adjust legislation to allow for the pre-indictment seizure of forfeitable criminal assets, the substitution of assets, the transfer of property to State and local law enforcement agencies (in both criminal and civil proceedings), and the provision of moiety. There is also a need to strengthen civil forfeiture proceedings by the enactment of pending legislation dealing with forfeiture matters including: raising the current jurisdictional line between judicial and administrative forfeitures from \$10,000 to unlimited for conveyances and \$100,000 for other assets; forfeiture of lands; central forfeiture funds provisions; transfers of property to State and local law enforcement agencies; and rewards for informants.

The majority of seized assets are processed for ultimate forfeiture. The rest are returned due to the innocence of the owner, or to substantial lien interests against the items seized.

At present, only tangible assets, such as cars, boats, etc. can be put to official use. The rest, including money, can not be used to benefit or fund further DEA activities. Forfeiture proceeds go to miscellaneous receipts (general fund) of the Treasury.

### Foreign Cooperative Investigations

QUESTION:

In the area of Foreign Cooperative Investigations, what type of resources did you allocate last year to encourage the adoption of crop substitute programs in foreign countries dependent on drug related income? How do you ensure that those resources are properly used?

ANSWER:

DEA does not administer crop substitution programs. The U.S. Department of State (AID and INM), administer Integrated Rural Development Programs (crop substitution and crop control), and are presently involved in Peru, Pakistan, Bolivia and Thailand. DEA wholeheartedly endorses these programs and vigorously promotes the adoption of crop substitution and alternate income-producing programs.

### ADP and Telecommunications

QUESTION:

You seek a \$3.2 million increase (to \$21.3 million) for ADP and telecommunications. According to your justifications, this improved office automation will increase productivity and decrease manpower in a "manpower intensive climate". How many people would you estimate that you have displaced as a result of office automation?

It was not the intent of DEA's statement in the Major Objectives Section of the FY 1985 budget submission to imply that any personnel would be displaced as a result of office automation. To the contrary, there are eventually going to be requirements for some increases in personnel to support data analyses and field entry. Without the ADP initiatives undertaken and requested the need would have been larger.

QUESTION:

You seek \$3.7 million for Records and Management. How automated is this function, and is this program coordinated with the ADP/Telecommunications program?

ANSWER:

The Records Management program at DEA is highly automated. There are already fifty terminals in the file room where investigative case information is entered into the NADDIS system from investigative report forms. A bar code reader has also been installed in the file room to manage and control the removal of documents from the main file. In the office of Freedom of Information (FOI) there is installed a cluster word processor which is used to prepare responses to requests for information, and to manage and control the FOI requests as they are received. These were all provided in coordination with the ADP/Telecommunication program.

In the 1985-1986 time frame, DEA will be installing Office Automation equipment. This equipment will replace the file room terminals and other terminals throughout DEA, providing these offices electronic mail and electronic document transfer capabilities.

The Records Management Program is coordinated with the ADP/Telecommunication program. The ADP/Telecommunication program provides contract support for the analysis, extract and data entry of information taken from investigative reports and other sources documents. In the near future a series of studies will be made of the Records Management Program to determine the feasibility of more automation.

Deterrence

QUESTION:

On the subject of deterrence, how do you coordinate with the National Institute on Drug Abuse (NIDA), or any other organization in the Department of Health and Human Services (HHS), to conduct any large scale drug abuse prevention programs in the U.S.?

ANSWER:

DEA maintains continuous communication and coordination with NIDA and through the efforts of its Preventive Programs and other members of the DEA staff. Through this ongoing communication is able to participate with NIDA in major drug abuse prevention in the following ways:

Information is disseminated continuously to DEA and distributed to State and local law enforcement and the public. This effort is conducted in cooperation with the Clearinghouse for Drug Abuse Information and Research Branch.

meetings and programs each agency, as well as by providing speakers and other necessary participation. In this regard, technical assistance from DEA has been provided to several national programs including organizational efforts of:

- . National Federation of Parents for Drug Free Youth
- . National Association of State Alcohol and Drug Abuse Directors
- . General Federation of Women's Clubs
- . Pharmacists Against Drug Abuse
- . National Coalition for the Prevention of Drug and Alcohol Abuse
- . Boy Scouts of America
- . NFL and NFL Players Association

#### Diversion Control

##### QUESTION:

Do you expect the passage of H.R. 5222, (~~passed on Monday of this week~~), the Controlled Substances Registration and Protection Act, to help you in the area of Diversion Control?

##### ANSWER:

H.R. 5222, The Controlled Substances Registration and Protection Act, would amend Title 18 of the U.S. Code, making certain thefts of controlled substances Federal crimes. It is substantially different from the Senate Drug Theft Bill (S. 422). The major improvement in the system would be the possibility of adopting State cases for Federal prosecution. If passed, this Act would require substantial additional resources to enforce.

WEDNESDAY, APRIL 4, 1984

# HEARINGS

BEFORE A  
SUBCOMMITTEE OF THE  
COMMITTEE ON APPROPRIATIONS  
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

SECOND SESSION  
ON

H.R. 5712

AN ACT MAKING APPROPRIATIONS FOR THE DEPARTMENTS OF COMMERCE, JUSTICE, AND STATE, THE JUDICIARY, AND RELATED AGENCIES FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1985, AND FOR OTHER PURPOSES

## COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEE ON COMMERCE, JUSTICE, STATE, THE JUDICIARY, AND RELATED AGENCIES

PAUL LAXALT, Nevada, *Chairman*

ERNEST F. HOLLINGS, South Carolina  
DANIEL K. INOUE, Hawaii  
DENNIS DECONCINI, Arizona  
DALE BUMPERS, Arkansas  
THOMAS F. EAGLETON, Missouri  
JOHN C. STENNIS, Mississippi  
(Ex Officio)

Committee Staff  
RICK SPEES  
JOHN SHANK  
SANTAL MANOS  
WARREN W. KANE (Minority)  
MARILYN WASHINGTON

U.S. SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
Washington, DC.

The subcommittee met at 10 a.m. in room S-146, the Capitol, Hon. Warren Rudman presiding.

Present: Senators Rudman and Specter.

DEPARTMENT OF JUSTICE

FEDERAL BUREAU OF INVESTIGATION

STATEMENT OF WILLIAM H. WEBSTER, DIRECTOR, FEDERAL BUREAU OF INVESTIGATION

STATEMENT OF FRANCIS M. MULLEN, JR., ADMINISTRATOR, DRUG ENFORCEMENT ADMINISTRATION

ACCOMPANIED BY:

WILLIAM LEE COLWELL, EXECUTIVE ASSISTANT DIRECTOR FOR ADMINISTRATION, FBI

THOMAS A. HUGHES, INSPECTOR-DEPUTY ASSISTANT DIRECTOR, FINANCIAL MANAGEMENT BRANCH, ADMINISTRATIVE SERVICES DIVISION, FBI

JAMES K. WILLIAMS, CHIEF, BUDGET SECTION, OPERATIONAL SUPPORT DIVISION, DEA

WILLIAM D. VAN STAVOREN, DEPUTY ASSISTANT ATTORNEY GENERAL FOR ADMINISTRATION, DEPARTMENT OF JUSTICE

CHARLES R. NEILL, CONTROLLER, DEPARTMENT OF JUSTICE

JOHN R. SHAFFER, DIRECTOR, BUDGET STAFF, DEPARTMENT OF JUSTICE

INTRODUCTION OF WITNESSES

Senator RUDMAN. The subcommittee will come to order.

This morning we will receive testimony from the Federal Bureau of Investigation and the Drug Enforcement Administration, the Federal Trade Commission, and the U.S. Trade Representative. Our first request this morning will be that of the FBI and the DEA.

It is a pleasure to welcome Judge William H. Webster, Director of the FBI, and Mr. Francis Mullen, Administrator of the DEA.

We are glad to have you here this morning and hope we will get through the hearing in a prompt manner. I assume you have a complete statement, and to the extent you would like to submit it, it will be put in the record.

Judge Webster, if you call on your colleagues and introduce them, we would appreciate that.

INTRODUCTION OF ASSOCIATES

Judge WEBSTER. Mr. Chairman, to my left is Thomas A. Hughes, Inspector-Deputy Assistant Director of the Financial Management Branch of the Administrative Services Division. To his left is Mr. William Colwell, Executive Assistant Director for Administration.

Mr. MULLEN. Mr. James Williams, Chief of the Budget Section, Operational Support Division, and Mr. William Van Stavoren, Deputy

I AM PLEASED TO APPEAR AGAIN BEFORE THIS SUBCOMMITTEE TO DISCUSS THE DRUG ENFORCEMENT ADMINISTRATION (DEA) BUDGET AND HOW IT RELATES TO OUR MISSION, OUR ACCOMPLISHMENTS, AND OUR PLANS FOR FISCAL YEAR 1985.

PRESIDENT REAGAN HAS REPEATEDLY AND CLEARLY STATED HIS INTENTION TO END THE DRUG MENACE AND CRIPPLE ORGANIZED CRIME. THIS INCLUDES NOT ONLY THE TRADITIONAL SYNDICATES, SUCH AS LA COSA NOSTRA, BUT ALSO NEWER CRIMINAL ENTERPRISES, SUCH AS THE COLOMBIAN "COCAINE COWBOYS", OUTLAW MOTORCYCLE GANGS, AND SOUTHEAST ASIAN GROUPS. TOGETHER, THESE ORGANIZED SYNDICATES CONSTITUTE MAJOR CRIMINAL ENTERPRISES WITH SIGNIFICANT OVERSEAS CONNECTIONS.

THE SALE OF NARCOTICS IS THE SINGLE MOST PROFITABLE VENTURE UNDERTAKEN BY CRIMINAL ENTERPRISES. THESE PROFITS ARE THEN USED TO FINANCE OTHER CRIMINAL ACTIVITIES. BECAUSE OF THIS, ONE OF THE MOST EFFECTIVE MEANS OF CRIPPLING ORGANIZED CRIME IS TO TAKE VIGOROUS ENFORCEMENT ACTION AGAINST DRUG TRAFFICKERS WHICH RESULTS IN THE LOSS OF THESE PROFITS.

SINCE 1973, DEA HAS BEEN THE LEAD LAW ENFORCEMENT AGENCY RESPONSIBLE FOR INVESTIGATING U.S. DRUG LAW VIOLATIONS, AND THE SOLE U.S. AGENCY AUTHORIZED TO INVESTIGATE DRUG TRAFFICKING OVERSEAS. ADDITIONALLY, DEA IS THE ONLY AGENCY WITH AUTHORITY TO REGULATE AND MONITOR THE MANUFACTURE AND DISTRIBUTION OF LEGAL DRUGS. IT ALSO HAS THE LEAD ROLE IN THE DEVELOPMENT OF NARCOTICS INTELLIGENCE.

STRIDES IN EFFECTING A UNIFIED, SUSTAINED ASSAULT AGAINST THE  
ILLCIT DRUG TRAFFIC, BOTH DOMESTICALLY AND ABROAD. WE HAVE  
MAINTAINED CLOSE WORKING RELATIONSHIPS WITH OTHER FEDERAL AGENCIES,  
INCLUDING THE FEDERAL BUREAU OF INVESTIGATION (FBI), THE U.S.  
CUSTOMS SERVICE, THE COAST GUARD, THE NAVY, THE AIR FORCE, THE  
BUREAU OF ALCOHOL, TOBACCO, AND FIREARMS (BATF), AND THE INTERNAL  
REVENUE SERVICE (IRS), WITH NUMEROUS STATE AND LOCAL AGENCIES, AS  
ALSO WITH FOREIGN ENFORCEMENT ENTITIES.

THE AUGMENTATION OF OUR RESOURCES WHICH RESULTED FROM THE 1981  
ASSIGNMENT OF CONCURRENT JURISDICTION TO THE FBI FOR DRUG LAW  
VIOLATION INVESTIGATIONS HAS PROVIDED US WITH ENHANCED CAPABILITY  
IN ATTACKING THE DRUG TRADE. FBI SUPPORT OF OUR ENFORCEMENT MISSION  
HAS ALREADY RESULTED IN IMPRESSIVE TEAMWORK. BY MARCH 10, 1984,  
THE NUMBER OF COOPERATIVE DEA/FBI INVESTIGATIONS HAD INCREASED FROM  
12 IN JULY OF 1981 TO 751. VALUABLE EXPERTISE IN THE AREAS OF  
WIRETAPS, FINANCIAL INVESTIGATIONS, ORGANIZED CRIME, AND PUBLIC  
CORRUPTION HAS BEEN SHARED BY BOTH AGENCIES. DEA AND FBI AGENTS  
HAVE BEEN CROSS TRAINED TO ENHANCE THEIR EFFECTIVENESS IN THE FIELD.  
ALL FBI AGENTS HAVE BEEN EXPOSED TO TRAINING IN NARCOTICS  
INVESTIGATIONS. OF THESE AGENTS, APPROXIMATELY 600 HAVE RECEIVED  
SPECIALIZED NARCOTICS TRAINING. DEA AGENTS HAVE ALSO RECEIVED  
TRAINING REGARDING THE FBI MISSION AND SERVICES. ADDITIONALLY, BOTH  
AGENCIES' INFORMATION/INTELLIGENCE DATA BASES HAVE BEEN ENHANCED  
AND FORENSIC LABORATORY SUPPORT HAS INCREASED.

MUCH HAS BEEN ACCOMPLISHED AS A RESULT OF THIS HEIGHTENED  
EFFICIENCY, AND AS A CONSEQUENCE OF THE COOPERATION PROVIDED BY  
STATE, LOCAL, AND OTHER FEDERAL AGENCIES. MUCH STILL REMAINS TO BE  
DONE.



FOLLOWS: HEROIN SEIZURES INCREASED IN 1983 FROM 230.8 KILOS TO 306.4 KILOS. SEIZURES OF COCAINE INCREASED FROM 4,946.5 KILOS TO 7,569.3 KILOS. MARIJUANA SEIZURES DECREASED SLIGHTLY FROM 1,074,338.9 KILOS TO 1,044,648 KILOS. INCREASED EFFORTS WERE DIRECTED INTO THE ERADICATION OF DOMESTIC MARIJUANA. IT IS ESTIMATED THAT CLOSE TO FOUR MILLION PLANTS WERE DESTROYED IN FY 1983 BY LOCAL LAW ENFORCEMENT AGENCIES. ALSO DURING THE PAST YEAR, 234 CLANDESTINE LABORATORY SEIZURES WERE REPORTED TO DEA, OF WHICH 182 WERE THE RESULT OF DEA INVESTIGATIONS AND 52 WERE THE RESULT OF STATE AND LOCAL EFFORTS. INCLUDED IN THE SEIZURES WERE 94 METHAMPHETAMINE AND 33 PCP LABORATORIES.

IN 1983, THE DOMESTIC MARIJUANA ERADICATION/SUPPRESSION PROGRAM WAS EXPANDED FROM 25 TO 40 STATES. UNDER THIS PROGRAM, DEA ACTIVELY SUPPORTS STATE AND LOCAL JURISDICTIONS ENGAGED IN MARIJUANA ERADICATION AND SUPPRESSION EFFORTS BY CONTRIBUTING FUNDS, TRAINING, AND INVESTIGATIVE AND AERIAL SUPPORT. ONE MEASURE OF THE SUCCESS OF THIS INITIATIVE IS, THAT TO AVOID AERIAL DETECTION, THERE HAS BEEN A MARKED INCREASE IN THE NUMBER OF GREENHOUSES USED FOR CULTIVATION.

AN IMPORTANT ASPECT OF THIS PROGRAM IN 1983 WAS THE USE OF THE HERBICIDE PARAQUAT ON MARIJUANA FIELDS. PARAQUAT WAS USED TO ERADICATE MARIJUANA ON FEDERAL LANDS IN GEORGIA AND KENTUCKY DURING AUGUST 1983. THIS RESULTED IN COURT CHALLENGES BY THE NATIONAL ORGANIZATION FOR THE REFORM OF MARIJUANA LAWS AND BY THE SIERRA CLUB TO ENJOIN DEA FROM FURTHER USE OF PARAQUAT ON FEDERAL LANDS.

AS A RESULT OF THE COURT PROCEEDINGS, DEA AGREED TO THE PREPARATION

INPUT ON THE SCOPE OF THE ISSUES AND ALTERNATIVES TO BE EXAMINED IN AN EIS. WE ARE DETERMINED TO CONTINUE AGGRESSIVE ERADICATION EFFORTS EVEN IF IT HAS TO BE DONE MANUALLY.

SINCE MARCH 1982, DEA HAS PARTICIPATED IN THE SOUTH FLORIDA TASK FORCE ALONG WITH CUSTOMS, BATF, INS, AND THE COAST GUARD. DEA AND CUSTOMS PARTICIPATE IN THIS PROGRAM UNDER A FLORIDA JOINT TASK GROUP WHICH CONDUCTS BOTH PRE- AND POST-DRUG SMUGGLING INVESTIGATIONS, AS WELL AS FINANCIAL INVESTIGATIONS IN THE STATE OF FLORIDA. FOR THE PERIOD 3/82 TO 9/83, THESE EFFORTS HAVE RESULTED IN 1,677 ARRESTS, 1,043 DRUG SEIZURES, AND A TOTAL OF \$22,579,340 IN ASSET SEIZURES.

TWO OTHER COOPERATIVE VENTURES AGAINST MARIJUANA AND COCAINE TRAFFICKING IN THE CARIBBEAN IN WHICH WE ARE PARTICIPATING ARE OPERATION BAT IN THE BAHAMAS, TURK/CAICOS ISLANDS, AND THE ANTILLES, AND OPERATION TRAMPA II IN THE CARIBBEAN AND THE GULF OF MEXICO.

DEA IS ALSO ACTIVELY PARTICIPATING IN PRESIDENT REAGAN'S EIGHT POINT PROGRAM TO COMBAT ORGANIZED CRIME AND DRUG TRAFFICKING, ALONG WITH THE FBI, THE IRS, THE BATF, INS, THE U.S. MARSHALS SERVICE, CUSTOMS, AND THE COAST GUARD. DEA PERSONNEL ARE ACTIVELY INVOLVED IN THE 12 ORGANIZED CRIME DRUG ENFORCEMENT TASK FORCES (OCDETF). THESE TASK FORCES ARE FOCUSED ON THOSE LEVELS OF ORGANIZED CRIME DRUG TRAFFICKING ENTERPRISES THAT DIRECT, SUPERVISE, AND FINANCE THE ILLICIT DRUG TRADE. BY THE END OF NOVEMBER 1983, 274 DEA AGENTS HAD ACTIVELY PARTICIPATED IN 317 OCDETF CASES, 773 ARRESTS HAD BEEN MADE, 180 INDIVIDUALS HAD BEEN CONVICTED, AND

OPERATIONS, THEIR SUCCESSES CAN HAVE PARALYZING EFFECTS ON THESE COMPONENTS OF ORGANIZED CRIME.

ANOTHER COOPERATIVE EFFORT WITH STATE AND LOCAL LAW ENFORCEMENT PERSONNEL IS OUR STATE AND LOCAL TASK FORCE PROGRAM. THIS PROGRAM, IN CONTRAST TO THE OCDETF EFFORT, IS AIMED AT THE MID-LEVEL VIOLATOR. CURRENTLY THERE ARE OVER 20 FORMAL OPERATIONAL DEA/STATE AND LOCAL TASK FORCES IN METROPOLITAN AREAS, INCLUDING GUAM. THESE TASK FORCES HAVE AN OVERALL CONVICTION RATE OF 98% AND HAVE CONSISTENTLY RESULTED IN OVER 2,000 ARRESTS PER YEAR. ABOUT 30% OF THESE ARRESTS ARE IN CLASS I AND II CASE CATEGORIES.

IN ORDER TO STRENGTHEN STATE AND LOCAL EFFORTS AGAINST DRUG TRAFFICKING ORGANIZATIONS, DEA ALSO PROVIDES TRAINING TO STATE AND LOCAL LAW ENFORCEMENT OFFICERS. APPROXIMATELY 5,000 OFFICERS PER YEAR ARE TRAINED THROUGH THE ACADEMY AT GLYNCO, GEORGIA AND BY DEA DIVISION TRAINING OFFICERS.

ALTHOUGH OUR DOMESTIC ENFORCEMENT EFFORTS AGAINST DRUG TRAFFICKING HAVE RESULTED IN DEMONSTRABLE PROGRESS, IT IS IMPORTANT TO ALSO ADDRESS THE WORLD-WIDE NATURE OF THIS PROBLEM. CONTROLLING DRUGS WITHIN THE SOURCE COUNTRY, OR AS CLOSE TO THE SOURCE AS POSSIBLE, IS THE MOST EFFECTIVE APPROACH TO REDUCING THE VAST MAJORITY OF ILLEGAL DRUGS IN THIS COUNTRY.

DRUG CONTROL IS AN INTERNATIONAL ISSUE. SOURCE AND TRANSIT COUNTRIES THAT PREVIOUSLY DID NOT HAVE ABUSE PROBLEMS HAVE RECENTLY BEGUN TO DEVELOP SEVERE INTERNAL DRUG ADDICTION PROBLEMS. TERRORISM, CRIME, VIOLENCE, AND ECONOMIC DISRUPTION ARE AFFECTING

COUNTRIES WHERE DRUGS ARE ABUSED.

DEA HAS LONG ENLISTED THE COOPERATION OF SOURCE AND TRANSIT COUNTRIES TO ELIMINATE ILLICIT DRUG PRODUCTION, TRAFFICKING, AND THE DIVERSION OF LICIT DRUGS INTO ILLICIT CHANNELS. WE SUPPORT NUMEROUS HOST COUNTRY EFFORTS TO INVESTIGATE DRUG TRAFFICKING ORGANIZATIONS AND TO INTERDICT DRUGS AT THE SOURCE. WE HAVE HAD SOME NOTABLE SUCCESSES, ESPECIALLY IN OUR DIVERSION CONTROL AND OUR FOREIGN COOPERATIVE INVESTIGATIONS PROGRAMS.

THE FOREIGN COOPERATIVE INVESTIGATIONS PROGRAM MOTIVATES AND ASSISTS FOREIGN COUNTRIES IN THE DEVELOPMENT OF DRUG LAW ENFORCEMENT AND ANCILLARY PROGRAMS. IN FY 1983, AS A RESULT OF THESE EFFORTS, THERE WERE 1,250 COOPERATIVE ARRESTS OF INTERNATIONAL DRUG TRAFFICKERS, SEIZURES OF 2,368 KILOS OF HEROIN AND 7,819 KILOS OF COCAINE, IMPLEMENTATION OF 30 SPECIAL FIELD INTELLIGENCE PROGRAMS, AND TRAINING OF 1,240 FOREIGN GOVERNMENT OFFICIALS IN DRUG ENFORCEMENT METHODS. AN IMPORTANT ASPECT OF THIS PROGRAM IS THE DEVELOPMENT OF SUBSTANTIVE ENFORCEMENT AND INTELLIGENCE EXCHANGES.

DEA'S SPECIAL PROGRAMS TO CONTROL DIVERSION OF LICIT CONTROLLED SUBSTANCES INTO THE ILLICIT MARKET OPERATE EFFECTIVELY AND HAVE A POSITIVE IMPACT ON THE OVERALL DIVERSION PROBLEM. WE HAVE BEEN INSTRUMENTAL IN PERSUADING FOREIGN GOVERNMENTS TO CONTROL THE PRODUCTION AND DISTRIBUTION OF DANGEROUS PHARMACEUTICALS. BY THE END OF FY 1983, ALL KNOWN MAJOR EUROPEAN SOURCE COUNTRIES, AS WELL AS THE PEOPLES' REPUBLIC OF CHINA, HAD CEASED OR REDUCED METHAQUALONE PRODUCTION, AND HAD PLACED STRICT CONTROLS ON ITS EXPORTATION. THIS, AND THE REDUCTION OF THE METHAQUALONE IMPORT QUOTA, HAS RESULTED IN A DRAMATIC DECLINE IN THE U.S. IN INJURIES DUE TO METHAQUALONE ABUSE. THIS TREND IS EXPECTED TO CONTINUE.

TO COORDINATE INTELLIGENCE CAPABILITY. PASO INTELLIGENCE CENTER'S (EPIC) FACILITIES ARE BEING UPGRADED TO MORE EFFECTIVELY PROCESS AND STORE THIS INFORMATION. FORTY-EIGHT STATES NOW PARTICIPATE IN EPIC, AND IT IS NOW THE TACTICAL LINK BETWEEN THE SOUTH FLORIDA TASK FORCE, OCDETF, STATE AND LOCAL TASK FORCES, DEA, FBI, CUSTOMS, THE COAST GUARD, AND OTHER FEDERAL AGENCIES.

THIS BUDGET REQUEST FOR FY 1985 IS FOR A TOTAL OF \$334,654,000, 4,438 PERMANENT POSITIONS (2,210 AGENTS), AND 4,287 FULL-TIME EQUIVALENT WORKYEARS. THESE AMOUNTS INCLUDE THE TRANSFER OF ORGANIZED CRIME DRUG ENFORCEMENT (OCDE) RESOURCES AS PART OF DEA'S DIRECT APPROPRIATION (\$33,833,000, 337 POSITIONS, AND 323 FTE), NET PROGRAM CHANGES (\$6,352,000, 22 POSITIONS, AND 72 FTE), AND NET UNCONTROLLABLE CHANGES (\$3,846,000, 5 FTE, AND -4 POSITIONS).

THIS REQUEST CONTINUES THE MOMENTUM OF THE DRIVE AGAINST ORGANIZED CRIME AND DRUG TRAFFICKING. IN SO DOING, DEA CONTINUES TO STRESS THE OCDE EFFORT, THE ELIMINATION OF PRODUCTION IN SOURCE COUNTRIES, AND PARTICIPATION IN THE ADMINISTRATION'S INTENSIFIED INTERDICTION EFFORTS. THIS BUDGET REQUEST PROVIDES FOR THE ONGOING OPERATION OF DEA PROGRAMS, AND THE RECOGNITION OF RESOURCES REQUIRED FOR NEW INITIATIVES, AS FOLLOWS:

IN SUPPORT OF THE PRESIDENT'S INITIATIVE AGAINST ORGANIZED CRIME AND DRUG TRAFFICKING, AN INCREASE OF 35 PERMANENT POSITIONS (OF WHICH 28 ARE AGENTS), 32 FULL-TIME EQUIVALENT WORKYEARS, AND \$2,401,000 IN FUNDING IS REQUESTED FOR THE ORGANIZED CRIME DRUG

THE FOREIGN COOPERATIVE INVESTIGATION PROGRAM MOTIVATES AND ASSISTS FOREIGN COUNTRIES IN THE DEVELOPMENT OF DRUG LAW ENFORCEMENT AND ANCILLARY PROGRAMS TO REDUCE THE SUPPLY OF ILLICIT DRUGS PRODUCED, PROCESSED, AND DESTINED FOR ULTIMATE DELIVERY TO THE UNITED STATES. AN INCREASE OF \$2,775,000 IN FUNDING IS REQUESTED FOR THIS PROGRAM TO PROVIDE FOR 15 ADDITIONAL SPECIAL ENFORCEMENT OPERATIONS (SEOs), AND THE ESTABLISHMENT OF 23 SPECIAL FIELD INTELLIGENCE PROGRAMS (SFIPs).

THE DIVERSION CONTROL PROGRAM INVESTIGATES AND PREVENTS THE DIVERSION OF LEGITIMATELY PRODUCED DANGEROUS DRUGS. THROUGH THIS PROGRAM, WE HAVE BEEN ABLE TO PERSUADE FOREIGN GOVERNMENTS TO CONTROL THE PRODUCTION AND DISTRIBUTION OF DANGEROUS PHARMACEUTICALS. AN INCREASE OF 8 PERMANENT POSITIONS, 5 FULL-TIME EQUIVALENT WORKYEARS, AND \$232,000 IN FUNDING IS REQUESTED FOR THIS PROGRAM FOR THE PROCESSING OF THE INCREASED VOLUME OF DRUG REVIEWS FOR SCHEDULING.

THE INTELLIGENCE PROGRAM COLLECTS, ANALYZES, AND DISSEMINATES DRUG INFORMATION IN SUPPORT OF EFFORTS TO INTERDICT OR SUPPRESS THE ILLICIT MOVEMENT OF DRUGS. AN INCREASE OF 36 PERMANENT POSITIONS, 30 FULL-TIME EQUIVALENT WORKYEARS, AND \$1,292,000 IN FUNDING IS REQUESTED FOR THIS PROGRAM. THIS INCLUDES 23 POSITIONS, 17 FTE, AND \$714,000 TO INSURE THAT DEA HAS THE CAPABILITY TO INTERACT MORE FULLY WITH THE INTELLIGENCE COMMUNITY, AND 13 POSITIONS, 13 FTE, AND \$578,000 TO PROVIDE INTELLIGENCE SUPPORT TO THE OCDE TASK FORCES.

TO SUPPORT OPERATIONAL PROGRAMS.

THERE CAN BE NO DOUBT THAT THIS ADMINISTRATION IS COMMITTED TO THE ELIMINATION OF DRUG TRAFFICKING AND ORGANIZED CRIME. AS THE LEAD AGENCY IN THIS EFFORT, DEA HAS A VITAL MANDATE TO BRING DRUG LAW VIOLATORS TO JUSTICE, TO IMMOBILIZE THEIR ORGANIZATIONS, AND TO SEIZE THEIR FINANCIAL PROFITS AND PROCEEDS. OUR CHALLENGE IS TO UTILIZE OUR RESOURCES EFFECTIVELY AND IN SUCH A WAY AS TO MAKE THE COSTS AND RISKS OF DRUG TRAFFICKING OUTWEIGH THE PROFITS.

THE OVERALL EMPHASIS OF DEA'S ENFORCEMENT PROGRAM IS ON THE FLEXIBILITY TO RESPOND TO CHANGING SITUATIONS AND TO BRING SPECIAL EXPERTISE TO BEAR ON A PROBLEM. WE EXPLORE MANY INNOVATIVE ENFORCEMENT TACTICS TO BRING PRESSURE ON THE DRUG TRAFFIC. MANY OF THESE INVOLVE THE MAINTENANCE OF ENHANCED WORKING RELATIONSHIPS WITH OTHER FEDERAL, STATE, AND LOCAL AGENCIES. WE SHALL CONTINUE TO STRESS THE IMPORTANCE OF COORDINATED AND COHESIVE INTERAGENCY EFFORTS. IN THESE AUSTERE TIMES, WE HAVE ALL RECOGNIZED THE NEED FOR FURTHER ENHANCEMENT OF COOPERATIVE ENDEAVORS.

THIS CONCLUDES MY STATEMENT, MR. CHAIRMAN. I SHALL BE PLEASED TO ANSWER ANY QUESTIONS YOU OR OTHER MEMBERS OF THE SUBCOMMITTEE MIGHT HAVE.

Senator RUDMAN. Thank you, Judge Webster.

I believe there are several questions that both of you might respond to, and then there are some questions which are addressed particularly to the FBI and others for Mr. Mullen. Why don't we proceed in that way. There will also be some questions I am going to submit for the record.

We funded a separate OCDE appropriation for 2 years. This was designed to focus resources on a particular problem. Now, in 1985 you are requesting those resources for each agency.

What is the reason for that? Is this an indication that the original approach was not working?

Judge WEBSTER. We had always intended it to be that way. Our Justice Department decision was made early on. This would be a way of funding at the beginning to be sure we got off to a good start; and the appropriation was appropriately allocated to each agency and to use them the appropriate way. Last year the Treasury Department received its own allocation directly. We are now moving within the Justice Department to a more efficient means of controlling the budget.

Senator RUDMAN. You don't think that the financial control is going in any way to detract from the focus?

Judge WEBSTER. The working group still makes the policy and oversight judgments. It is just an internal accounting process that is far more efficient.

Mr. VAN STAVOREN. Part of the budget structure will continue to gather information through data so we can put together some of the data for the Department.

#### PURITY AND PRICE OF HEROIN

Senator RUDMAN. You had a lot of success in the last year, yet we see an increase in the retail purity of street-level heroin and a drop in retail prices. What is the reason for that, to the extent that you can explain it?

Mr. MULLEN. In 1981 and 1982 we saw an increase in the purity. You are talking about heroin purity, though the price was stable. We have never reached the high levels of the mid-70's. The price of heroin is much higher, the purity still remains much lower. Deaths and injuries were higher in the mid-70's. I believe the reasons for this were the bumper crops in the past 3 years in Southwest Asia, Southeast Asia, and in Mexico, which resulted in an abundant supply. It is my personal belief that, except for enhanced law enforcement efforts, we would be seeing an epidemic of much greater proportions.

Senator RUDMAN. It is hard to get a benchmark from which to measure. Some figures indicate that the price is somewhat down and the supply is pure; but that doesn't take into account what they might have been.

Mr. MULLEN. That is right. We seized about 40 percent more heroin in 1983 than in 1982 which shows some success on the part of the enforcement. What would have happened had that heroin been on the



Senator RUDMAN. How much did you seize?

Mr. MULLEN. Most of that was seized in the United States, about 10,000 pounds and the street value would put that over a half billion dollars.

Senator RUDMAN. That is an enormous sum.

Judge WEBSTER. Your question is on the very recent seizure in Colombia. Not too much can be said publicly, but it was an extraordinary operation and probably accounted for 20 percent of the annual cocaine production in Colombia.

#### DIFFERENCES IN RADIO EQUIPMENT

Senator RUDMAN. Let's talk briefly about the discussion we had last year concerning the disparity between communications systems. It is not disparity, it is totally different—VHF and UHF. I understood the reason the Bureau wanted to maintain its own network. You did mention that both agencies would have to find an economical and efficient way to interlink communications. Yet, you are continuing totally to re-vamp your radio communications and to make large purchases of voice privacy systems with the FBI on VHF and the DEA on UHF.

Are you going to change that, or do you think that is the way to go?

Judge WEBSTER. We have narrowed the options. The options are to exchange radio equipment when we are working investigations together, to go either to UHF or VHF, or to purchase equipment which is mutually compatible. The recent technology capability is just about on the shelf. We have been studying these very carefully. We know that because of the very large investments that FBI has made, we cannot shift from VHF to UHF. It really comes down to two options that Bud and I have been working on to resolve on the basis of cost and effectiveness: whether DEA should shift from UHF to VHF; and whether we have the capacity to supply their needs; or whether we should incur additional expense of having radios which can go either UHF or VHF. We are coming down closer to the wire on that. I don't think we are wasting any of the Government's money at the present time because a lot of the improvements and replacements will integrate with each other.

Senator RUDMAN. Some of the police agencies around the country have found that the least expensive method would be by simply adding other radios for those units that might have the need.

Judge WEBSTER. We won't have to add another radio. We are interested in voice privacy which is also greater capability than exists in law enforcement today. But these costs are being analyzed and we are very close to making that kind of decision.

Senator RUDMAN. Let me talk about the Grace Commission at the moment. That word "Grace" is used around here lately almost with religious fervor.

I read the document, and I think a lot of it is not going to work; a lot of it will, but a lot, I think, is very cursory. You stated that you are going to participate in the initiative. One of the things that the report stressed is that there should be an overall reduction in the number of GS 11-15's, yet your agents are GS-11-15.

Wouldn't that initiative be totally inapplicable to the FBI?

Judge WEBSTER. We hope it will be inapplicable. Your career service does not predicate itself on how many slots we have for experienced agents and we want that career opportunity to be able to attract the individuals who can make major cost-effective contributions to the system.

#### PROCEDURES FOR SHARED INTELLIGENCE

Senator RUDMAN. This is the last joint question.

Last year there was testimony here that the FBI and the DEA were working on some procedures to share intelligence. I wonder how far along that is. I know it is a very difficult problem. That was a year ago; are you any closer to agreement?

Judge WEBSTER. It is much less difficult between the two agencies than it is when we get into sharing that with other agencies. We are supplying the data for the NADDIS system run by DEA. We have become especially effective in El Paso where we took longer than I would like to see, but we have a telex in place in El Paso, we put an Organized Crime Information System terminal in our El Paso office which is very secure. We have it there minutes away from the EPIC and other avenues requiring sharing of any kind of information at field office to field office or division to division.

Senator RUDMAN. You probably both have somewhat different rules as to third parties you might share information with.

Mr. MULLEN. It does become a problem. For example, our information system is strictly for internal use whereas our NADDIS system is more accessible to the local enforcement. From DEA's part, we are very satisfied with having the FBI now at the El Paso Intelligence Center. We have the NADDIS terminal and access by FBI.

Senator RUDMAN. The answer then, in terms of sharing between the two agencies, is that you have come quite a ways since last year, but still have to be fairly sensitive to the problems of third party sharing.

I have a number of questions, but I don't know if I am going to ask them all.

#### WHITE-COLLAR CRIME PROGRAM

Explain to us why your white-collar crime program is one of your top priority investigative activities, yet it also shows a reduction of 115 agents and 70 support workyears—the only reduction in your field programs.

control other areas where there was some underburning. Unfortunately for us, there was underburning, but it had nothing to do with the quality of the work. When we were asked to get in the drug business, we had to draw on existing resources. Until the drug task force appropriations came along we had no additional money. We had to draw away from those programs least affected and in the field that seemed to come out of the white-collar crime program. If we pulled at the level we did when we made our move into the drug field out of any of the other programs, I think some of these programs might be terminated in particular field offices. So it shows up as underburning in the white-collar crime program.

One of the penalties of having an advanced tracking system such as we have in our RMIS computers, we can quickly determine the burn rate. So, it became obvious to those who were watching from a different perspective, that we were not fully burning white-collar crime. The reason is, we were doing additional work with no additional resources and we were pulling off the bottom of the white-collar crime, but with 89 percent priority casework, there is not very much that we could pull off. The work is there but the resources weren't.

#### IMPACT OF A SPENDING FREEZE

Senator RUDMAN. Recently, there have been as many budget balancing and debt-reduction plans as there are Members of the Senate—a slight exaggeration, maybe only 96—and one was the discretionary spending freeze as part of the so-called downpayment. All the details have not yet been worked out.

If in fact that were to happen and you were limited to this year's budget request, how would you deal with that? You probably answer, with great difficulty.

Judge WEBSTER. Everyone answers the same way.

Senator RUDMAN. What would you specifically have to do?

Judge WEBSTER. We have to approach those increments that we had requested and pull back from organized crime and foreign counterintelligence. It would include pulling back from the needed expansion of our Quantico facility and it would include some deferrals or reductions in automated data processing.

Our experience has been that every time something is deferred it costs almost twice as much when we do get to it, and it is not cost effective to keep putting off those improvements. We save the Government money when we are able to move.

#### POLICE TRAINING IN OTHER COUNTRIES

Senator RUDMAN. Last week we had the Secretary of State here, and one of the subjects that I discussed with him was amending section 660 of the Foreign Assistance Act that prohibits the use of training of police in other countries. There was a good reason for that. Back in 1974,

when that amendment was passed, there was a concern that police training in some of these countries could end up with the police being used for political purposes. Today, it seems to many of us that we have to rely on local police for the protection of our embassies. We have a few Marines, but the fact is in terms of terrorism in the local area, and assaults on our embassies, it is important to depend on those folks.

As you know, the FBI is exempt from Section 660. The justification, you indicate, is that you operate a Caribbean Police School. In the last 2 years, you trained 94 mid-management officers from Puerto Rico and the U.S. Virgin Islands, and 60 from 11 different foreign countries.

I thought it might be helpful for the record if you or one of your associates can tell us about the kind of training, which of the countries, and why it was established in the Caribbean. Do you think this has proper safeguards to avoid the kinds of things about which there are some concerns?

This might be helpful to this committee because we intend to oversee language which might modify section 660 so that we might do a better job in some of these countries.

#### POLICE TRAINING IN THE CARIBBEAN

Judge WEBSTER. We will be happy to, Mr. Chairman. We support police training in the Caribbean. And, in addition to the police, the Caribbean police, we have sent representatives to El Salvador through the State Department and the Justice Department, to enhance the police and law enforcement capability in that country. Costa Rica has asked for a multicountry program in that area. We have seen the benefit of police training in the islands, such as the Virgin Islands and Puerto Rico, and we believe that one answer to stability in those fairly new countries—not Puerto Rico—is a good professional law enforcement group, not an army of the government for repression, but one that investigates crime, solves crimes, and leaves the citizenry confident that they are not at risk if they cooperate with a system.

So, we have introduced a number of traditional subjects in our police training school in the Caribbean. I might say, we are now in a position where we can teach these courses in Spanish, the native language, so we don't have that additional obstacle. We taught such courses as collection and moving of evidence, felony car stops, operating procedures, crime-scene search, interviewing, narcotics matters, white-collar crime, case management, communication, construction development, photography, fingerprint management, homicides and bombing matters.

As a matter of numbers, in the Caribbean School which was offered twice in 1982 and twice in 1983 and once in 1984, we have had 116 participants, 20 from Puerto Rico, 11 from Jamaica and the islands of Antigua, Barbados, Bahamas, Dominica, Montserrat, St. Kitts, St. Lucia, St. Vincent and Tobago, Honduras, Costa Rica, Republic of Dominica, Panama and participants from U.S. Navy and Army stationed in those areas.

It has been a successful effort and I think that we have

recognized what we are doing here. You mentioned terrorism. We have not taught counterterrorist activity. Our concern is that we don't want to develop a terrorist kind of capability by teaching people how to combat it. Some of these countries have a way of having ins and outs. So, unless we were instructed to do that, we would keep our instruction in the other area. However, I think those with the ability to deal with crime build confidence and stability of a government and reduce the risk of the kind of insurrection and disillusionment.

Senator RUDMAN. The school and all of the kinds of things you are talking about in terms of actual operation; you don't want to teach the kind of thing you are doing in Quantico to outside forces for obvious reasons, but we are concerned about the fact we ought to do some investigation.

Judge WEBSTER. We know when we go in to the Virgin Islands and send investigators in, we solve crimes they were not able to solve. We bring them back and teach them at Quantico. Now we have the capability of teaching them there in their own language and that, we think, will help.

#### COVERAGE OF OLYMPIC GAMES

Senator RUDMAN. Let me ask one other question and then I will yield to my colleague.

Are you creating a special task force for the Olympic Games or are you going to run that out of your Los Angeles office? What special problems do you think you are going to have and what can we do to help you?

Judge WEBSTER. I think we are in pretty good shape. Our authority derives from the Executive Order of the President designating the Attorney General as the coordinator for Federal law enforcement responsible for terrorism and a National Security Decision Directive indicating that unless the Attorney General ordered otherwise, the FBI will be the principal Federal agency for dealing with it.

The Federal agencies themselves have been meeting on a regular basis, some seven different coordinating groups relative to counterterrorist programs and a workable federalist system has evolved with respect to the Olympics. I underscore the word "federalist" because it is sometimes overlooked that as a Federal agency we do not have authority over State and local enforcement agencies and they will play a crucial role out there. Some 24, 26 local agencies have jurisdiction across 135 miles of athletic events, the principal one is the Los Angeles Police Department, a superb organization, along with the Sheriff's Department also a top-quality office. We recently signed a Memorandum of Understanding with the Los Angeles Police Department which in large measure points the way to the understanding that we have between Chief Gates and myself as to how we would resolve a question of transfer of authority in a critical situation. We are not planning only

for the Olympics but also the World Fair in New Orleans and the Republican and Democratic Conventions this year. We have been training out there.

Our philosophy there is that terrorist-type incidents can best be handled on scene and we have established a command system, a network of intelligence sharing between agencies in the Los Angeles area, with a crisis center as well as the facilities of the FBI. We are planning for a wide variety of kinds of terrorist activities which will be beyond mere hostage taking but assassinations, bombings, and so on. The Hostage Rescue Team will be on the scene, a team of 50 highly trained special agents to provide a strong civilian response capability. The Los Angeles Police Department has had for a number of years a very effective SWAT team. We have met with the various law enforcement agencies and discussed gaming situations, logistics, transportation, movement of people and so on, and the Department of Justice is considering peripheral aspects about civil unrest and disorder, although there is no reason at this point to anticipate that kind of problem.

There are other complications, such as the presence of the Soviet ship in the harbor, matters that have to be dealt with by other agencies.

But, I think the coordination is satisfactory. The money that is being spent is being well spent.

Senator RUDMAN. The team evidently is now on line ready to be deployed?

Judge WEBSTER. Yes, sir. Everything is complete, although they are staying in a state of training readiness.

Senator RUDMAN. I am going to yield to Senator Specter. I know of your special problems; if you would like to leave at the end of Senator Specter's questions, you may.

Judge WEBSTER. That is kind. I think at this point I am all right.

Senator SPECTER. Thank you, Mr. Chairman.

Judge Webster, at the outset, I compliment you on the outstanding job you have done and I compliment you on your leadership.

#### FEE FOR IDENTIFICATION SERVICES

I have a few questions this morning, Judge Webster. One relates to some efforts the Juvenile Justice Subcommittee is undertaking to have records checks run on people who work with juveniles. Our investigations have shown that many people who work with juveniles have criminal records for sexual assaults and pose a real problem for juveniles in detention. I am told there are various State agencies that have not taken advantage of our identification service because of the \$12 fee and a delay in processing fingerprint cards of some 10 to 12 days.

My question is, would it be possible to eliminate that fee, perhaps, if we could find some extra dollars or if you could reallocate resources and expedite that time to encourage people to use that identification system?

Judge WEBSTER. If I can talk about the reimbursable side of our program in general terms because I am not aware of how big a problem

cost. I was not aware that the bankers were having any trouble coming up with the money. We had fallen by 1981 to about a 30-workday response time, not only for a check such as you alluded to but for ordinary fingerprint requests from police departments throughout the country. We were underfunded in the Identification Division and we were trying mightily to catch up. It took extraordinary measure to do this but we decided that we had to put a moratorium on non-law enforcement requests for 1 year, which we did.

We took that time to catch up on our backlog and came back with a reimbursable system, exactly on schedule. We stopped in October 1981 and came back on October 1, 1982. We had reduced the time factor to 10 workdays which we thought was good because we had been up to 30, and that was intolerable, without any additional budget funds.

Senator SPECTER. I have several other questions. What I would like to request that you do is take a look at the requests which you have for identifications as it relates to juveniles in detention and to see if there would be some way to waive that fee and reduce the time on a priority basis. If you would let me know about that, I would appreciate it.

#### CAREER CRIMINAL

I have a couple of questions on career criminal aspects, Judge Webster.

A number of us have been trying to focus on career criminals in the country and to bring some Federal leverage to bear on that by legislation directed at career criminals.

As I understand it, on the famous FBI 10 most wanted list, those people are identified, at least to some extent, not necessarily on the basis of direct Federal crimes, but drugs or organized crime, or murderer or interstate trafficking. So, the FBI is much concerned about career criminal as a class.

It has been estimated as a result of work done by the National Commission on Criminal Justice Standards and Goals, which I served on in 1973, that if we could identify the career criminals in this country—it is a hard judgment call as to how many there are, estimates range from 200,000 to 400,000 career criminals who commit a burglary or two a night or rob once or twice a day—and incarcerate them, which would take more prison facilities, that we might reduce violent crimes, robberies, and burglaries by as much as 50 percent in the country.

I would be interested in your judgment as to the likelihood of obtaining a significant reduction of violent crime, if we can identify and incarcerate these career criminals.

Judge WEBSTER. I don't think there is any question if we identify appropriate steps to confine them or get them off the streets, we would

see a significant reduction in the crime records; these are recidivists of the worst kind.

We are in the process of setting up a National Center for the Study and Analysis of Violent Crime at the FBI Academy in Quantico with the help of the Justice Department and other interested agencies by which means we hope to be able to identify through computerization of data, the multiple killers, multiple rapists, people who engage in multiple crimes of the more violent nature. There would be a byproduct of this and that is our behavioral scientists will be able to develop a certain kind of profile as they have done so successfully today in connection with homicides such as the Atlanta killings.

It would help identify the people you are talking about and help us understand where they are coming from and what type of conduct and background will motivate. And the third feature, legislation to make it more difficult for them to get out on the street after having been identified as career criminals.

Senator SPECTER. Thank you, Judge Webster. I wanted to come by and pay my respects. It goes without saying the fact there are no more Senators present is in no way a comment on the report of your work. Former prosecutors like Senator Rudman and I have an extra special interest in what you are doing and I wanted to be here to lend support to it and ask you those few questions.

Judge WEBSTER. Thank you.

#### INFORMANT GUIDELINES

Senator RUDMAN. I did have one last question. We talked about this privately, but you might update us on how well the guidelines are working on the various undercover operations underway in terms of control of informants.

Judge WEBSTER. In my opinion, the guidelines have functioned well for us. We have always taken the position that guidelines are guidelines not statutes. The purpose of having guidelines is to permit us to improve on them as the need develops and we have looked at them in that way. The domestic security guidelines were in fact modified as well as some provisions of the general crimes to make a more symmetrical approach to law enforcement.

Out of those changes, I think we have seen a greater clarity. The investigator on the street doesn't have to make about 60 different mental categorizations, balance four things. It is a consistent pattern, particularly with respect to the great problem we face today and that the enterprise or the groups, whether we are talking about racketeers or whether we are talking about terrorists, those improvements have materially assisted our work.

What we are looking at right now, and I only respond to your questions so that you will know that we are thinking about it, we are looking at comparisons between guidelines which shape the investigations by the DEA and guidelines which guide the FBI. Now that we are doing substantially similar things at least in one area we think there



ought to be possibly a greater consistency in the guidelines. They are substantially different in some areas such as handling informants, undercover, and so on. We are looking at—not saying they should be or let's do it their way because they are less restrictive—but which rules make the most sense in the light of our combined experience and then we will come back to have oversight committees.

Senator RUDMAN. It sounds to me that there is a great deal of attention being paid to those. That was probably the single, best result of those hearings. It was very difficult to have any kind of law enforcement for the problems that existed.

Judge WEBSTER. I told you, and I have no reluctance to placing it on the record, that at the time of the Greylord investigations which are currently in prosecution so we shouldn't discuss the details, but having to do with corruption in the judicial system in Cook County, when the undercover operations came down, I then asked that the investigation which had been underway for about 3 years in two administrations be reviewed from the standpoint of those recommendations that came from the committee in the field, and then reviewed at headquarters particularly on the issue of predication. I was very pleased to see how far we had come in moving toward the general direction and improving the full effectiveness and management controls that came out of it.

#### NARCOTICS INVESTIGATIONS

Senator RUDMAN. Let me turn to a couple of questions on DEA.

Last year, you may recall, there was statutory authority given to Customs to follow up investigations where they made a seizure which was dropped when it became a continuing resolution.

What is your opinion or the administration's position? Obviously, you can't follow up on every port seizure that Customs agents make. If they were to conduct followup investigations with proper consultation notification, would there be more problems created than what they are trying to solve? Is that something we want to do? Is that what we are doing?

Mr. MULLEN. I am sure you are aware of the pre-1973 fragmented Federal effort. That is the reason why we have the DEA today. Customs has a key role in major interdiction efforts and wanted to reacquire jurisdiction in the title 21 area in Federal narcotics investigations. We did not want to return to those pre-1973 problems, so we have solved the problem by having the Attorney General delegate authority to another Federal investigative agency to conduct title 21 investigations. He has delegated that authority to me. We are working with Customs under a program whereby the Customs agent in charge of a given area submits a name to DEA and we grant jurisdiction on a selected basis to specific agents for specific periods of time. These agents work under DEA supervision and that ensures a cohesive effort. It seems to be working well.

Senator RUDMAN. We don't want to go back to the fragmented effort of the past. Obviously, if Customs makes major interdiction in a particular area with people familiar with local problems and players, as long as they are controlled by some central authority.

last year when you testified you said that DEA contributed substantially to the original south Florida task force. That task force has been classified as an interdiction force, and you are establishing a 13th organized crime drug enforcement task force to cover Florida, the Virgin Islands, and Puerto Rico.

Do you still participate in the original interdiction task force? If not, where were the resources transferred to?

Mr. MULLEN. We still are heavily involved in the task force. We have about 26 agents and Customs has about twice that number. This task force is dedicated to following up on interdiction cases and is somewhat different from the Organized Crime Drug Enforcement Task Force which is dedicated to organized crime at the highest levels, financiers and so forth. It could well be that as a case developed, the interdiction task force would refer it to the OCDE group to be developed into a complicated high-level investigation.

#### SUBMITTED QUESTIONS

Senator RUDMAN. I think there are a number of questions here that Chairman Laxalt wants answered for the record and I will submit those to the record. We probably have half a dozen questions for you, Mr. Mullen and Judge Webster. We are going to keep the record open here until May 1. We appreciate your being here. Thank you.

[The following questions were not asked at the hearing, but were submitted to the Department for response subsequent to the hearing:]

*According to your justification, your Organized Crime program resulted in \$22,103,767 in Potential Economic Loss Prevented (PELP). How is this figure determined and what does it measure?*

Potential Economic Loss Prevented (PELP) is a category used by the FBI to document the prevention of economic loss to the business community by the seizure of counterfeit items (i.e., sound recordings or motion pictures, negotiable instruments, stocks, bonds, etc.) prior to their introduction into commerce where such introduction would infringe upon an individual's or company's vested interest in the value of the item. Additionally, PELP captures the economic loss prevented by aborted demands of extortion, bribe or ransom and theft from or fraud against the Government schemes.

PELP is reported by each FBI field division within 30 days from the date of the accomplishment. The PELP accomplishment is determined by the face value of the counterfeit instrument that is recovered. In the case of counterfeit or pirated sound recordings or motion pictures, PELP is based upon the expected retail price. In cases where extortion, bribe or ransom demands were thwarted, PELP is determined by the amount of the demand.

#### Employee Turnover - Fingerprint Identification

*According to the GAO report "The FBI Has Improved Its Fingerprint Identification Service," issued August 19, 1983, your fingerprint identification bureau has suffered from the problem of high employee turnover. According to the report, there was a 31 percent employee turnover in FY 1979, 21 percent in FY 1980, and 14 percent in FY 1981. What is the reason for employee turnover of this magnitude? What are you doing to reduce the rate?*

Fingerprint card processing is a dull, repetitive, tiring task which causes high employee turnover. However, as indicated in your question, during the period between FY 1979 and FY 1981, the employee turnover rate was more than halved from 31 percent to 14 percent. This favorable trend continued during FY 1982 when the turnover rate went down to 12.4 percent and then rose slightly to 13.1 percent during FY 1983.

While the Nation's economy has an influence on employee turnover, we believe that personnel management initiatives taken since FY 1979 are largely responsible for the improved situation. Such initiatives included: establishment of flexible and compressed (four-day) work schedules; automation of many of the most dull and unchallenging work functions; upgrading of positions; training supervisors in modern management science; adopting measures to improve the comfortableness, cleanliness and safety of work and rest areas; and the adoption of a "people-oriented" versus a "work-oriented" management approach.

*Does the FBI handle all its own FOIA litigation?*

No. In almost all cases, the attorney of record for the Government in FOIA litigation involving the FBI is a Department of Justice attorney or an Assistant United States Attorney. However, agent-attorneys from the FBI's Legal Counsel Division prepare litigation reports for the Government, giving the factual background of each case, furnishing responses to every allegation in the complaint, and suggesting affirmative defenses based on current law. These agent-attorneys also coordinate the FBI's actions throughout the course of the lawsuit, ensuring affidavits and all other discovery responses are correct and each directive of the Court is complied with.

Working in coordination with the FBI's Legal Counsel Division, the Department of Justice attorney or Assistant United States Attorney prepares the necessary briefs and other documentation and appears in Court.

### Domestic Terrorism Investigations

*How many group and individual domestic terrorism investigations are you conducting compared to last year? Can you cite some recent accomplishments in this area?*

*Will domestic intelligence activities decrease as a result of the FBI's new emphasis on drug-related investigations?*

On March 21, 1983, the new Attorney General Guidelines (AGG) for Domestic Security/Terrorism (DS/T) investigations went into effect. These investigations focus on enterprises whose goals are to achieve political or social change through activities that involve force or violence. DS/T investigations are concerned with the investigation of entire enterprises, rather than individual participants and specific criminal acts, and authorized investigations to determine the structure and scope of the enterprise, as well as the relationship of the members. Under the new guidelines there is only one level of investigation, that being a "full" DS/T investigation as opposed to the Levi guidelines, wherein there were three levels of investigation.

In 1983, there were 20 full DS/T investigations either authorized under the new AGG or "converted" from the previous (Levi) Domestic Security Guidelines. Two of these investigations were closed last year.

Since January 1, 1984, one full DS/T investigation has been authorized, one has been closed. There are currently 18 full DS/T investigations. At this point, there is no indication that domestic intelligence activities will decrease as a result of the new emphasis on drug-related investigations.

Recent accomplishments can be cited in an Fuerzas Armadas De Liberacion Nacional (FALN) investigation and the Provisional Party of Communists (PPC) investigation.

escape from a prison hospital on May 21, 1979, was apprehended by Mexican authorities based on information received from the FBI. Morales remains in Mexico pending extradition proceedings.

The PPC is a self-described revolutionary communist party totally dedicated to revolution in the United States. The U.S. Government and all of its agencies are considered mortal enemies. Plans for a February 19, 1984 armed "takeover" of the U.S. Government were recently thwarted by the New York Joint Terrorism Task Force. Accomplishments from this investigation follow:

- a. Investigation has resulted in the interdiction of a planned military takeover of the U.S. Government.
- b. The seizure of various weapons, ammunition, and military paraphernalia.
- c. Recovery of numerous documents which corroborated the plan for a military takeover by the PPC.
- d. The identification of numerous members of the PPC across the country.

#### Investigation Statistics

*What procedures are used to prevent the same accomplishment from being double counted when investigations involve more than one program category?*

The FBI presently has 501 "classifications" and "subclassifications" of investigative, administrative, and training responsibilities. Each classification and subclassification falls within one of the following "programs:"

- |                                |                               |
|--------------------------------|-------------------------------|
| 1. Antitrust Civil Matters     | 8. Organized Crime            |
| 2. Applicant Matters           | 9. Personal Crimes            |
| 3. Civil Rights                | 10. Terrorism - Domestic      |
| 4. Foreign Counterintelligence | 11. Terrorism - International |
| 5. Fugitives                   | 12. Training Matters          |
| 6. General Government Crimes   | 13. White-Collar Crime        |
| 7. General Property Crimes     | 14. Miscellaneous Matters     |

Each classification is numbered and the subclassifications are assigned a letter in addition to the number. For example, kidnapping cases are classification number 7, thefts from interstate shipments are 15A-F matters, bank robberies are 91A-Es, racketeer enterprise investigations are 92A-Cs, and so on. The classification number becomes part of the case file number. File number "7-123" would be the 123rd kidnapping matter within a field division.

A case can be opened in one, and only one, classification regardless of how many other classifications are involved. When a case involves more than one classification, this fact is acknowledged in the case "character" which is shown on the last line of the case title. The case character of a bank robbery committed by terrorists would appear as "BR; DS-TER," but the file number would be 91A-XXXXX- the bank robbery classification.

All accomplishments reported in a case must contain a file number. The computer will accept only one file number and computer edits prevent duplication of accomplishment claims on the same case. To receive credit for the same accomplishment in two different programs would be highly improbable because it would require the submission of a second Accomplishment Report (Form FD-515) under a completely different file number. If such an action should happen, it would be discovered when an attempt is made to file the second Accomplishment Report (FD-515) in a non-existent or erroneous case file. It is also pointed out that the Inspection Division has a detailed audit program for verifying accomplishments during its inspection of field offices.

### White-Collar Crime Program Decrease

*The FBI is proposing a decrease of 191 positions in the White-Collar Crime program. How is this reduction expected to affect FBI fraud against the Government investigations? Because of shared jurisdiction with Inspector General organizations in this area, does the FBI expect the IGs to assume larger responsibilities for these investigations?*

Governmental fraud investigations are the top ranked priority within the White-Collar Crime Program and FBI field managers have been instructed to afford priority to these matters. Fraud against the Government investigations will continue to receive priority attention, however, the decrease of positions will result in a reduction of investigative activity in Financial Crimes matters. Memoranda of Understanding executed between the FBI and the various Inspectors General clearly delineate the respective investigative responsibilities and it is not expected that the Inspectors General will assume any larger responsibilities for investigations.

### Fingerprint Card Submissions

*Requests for fingerprint identification checks and other fingerprint card submissions are expected to grow from 6.25 million in FY 1983 to 7.12 million in FY 1985. However, crime rates are dropping, fewer non-Federal applicant cards (state employment/licensing, banks) are being received, and the use of the Interstate Identification Index (a non-fingerprint card system of determining criminal history) is growing. What are the reasons for estimating increased fingerprint card submissions?*

Although crime rates have been decreasing in recent years, the actual number of arrests has been increasing. The crime rate decreased about six percent from 1980 to 1982, while arrests increased by almost 1.7 million.

The number of non-Federal applicant fingerprint cards received during FY 1983 was lower than expected because of the slowness of some states to obtain authority and/or set up accounting systems for handling the user fees which the FBI began charging that year. As these states correct such situations, the volume of non-Federal applicant submissions is increasing. It is anticipated that in FY 1985 non-Federal applicant receipts will exceed those of FY 1983 by nearly 400,000 cards.

The use of the Interstate Identification Index (III) is growing and will have an effect on fingerprint card submissions. It is estimated that in FY 1985 the III will handle approximately 100,000 record requests where fingerprint cards would have normally been submitted for processing. This figure was taken into account in the projection of fingerprint cards to be received in FY 1985.

### Unidentified Persons File

*On June 30, 1983, an Unidentified Persons File was established in the National Crime Information Center pursuant to provisions of the Missing Persons Act of 1982. How many positive identifications have resulted from the use of this file?*

A positive identification has not resulted from the use of the Unidentified Persons File. As of April 2, 1984, 234 records have been entered by 34 states. It is anticipated that the number of records entered will increase as local and State agencies make more use of this file.

### Drug Enforcement Priorities

*How is the drug enforcement priority set in relation to the resources available for other activities such as organized crime, white-collar crime, terrorism, and foreign counterintelligence?*

The narcotics program of the FBI is an integral part of the FBI's organized crime program. The organized crime program is one of four investigative priorities, the others are the foreign counterintelligence, white-collar crime and terrorism programs.

This program ranking has been consistent since January 28, 1982, when the Attorney General formally assigned the FBI concurrent Controlled Substance Act, Title 21 jurisdiction. The emphasis placed in the narcotics area is evident from the dramatic rise in FBI participation since January 1982. The number of narcotics-related investigations have increased from slightly more than 100 just prior to January 1982 to more than 1,700 cases as of April 1, 1984. The number of agents assigned to narcotics matters now exceeds 1,000 on an annualized basis. This represents approximately 16 percent of the FBI's field

ent workyears on investigative matters. The entire organized crime program represents approximately 25 percent of the FBI's agent investigative efforts.

### Security - Los Angeles Olympics

*Please explain the Memorandum of Understanding between the FBI and the Los Angeles Police Department (LAPD) concerning Olympics security. How does it differ from agreements with the other state and local law enforcement agencies involved? How will disagreements be resolved -- especially considering the difficulty you have had in resolving previous differences? (Incident at the Spanish Consulate in August 16, 1983, and hijacking incident at Los Angeles airport in 1981.)*

The Memorandum of Agreement between the FBI and the LAPD covering Olympic security, as signed on February 28, 1984, sets out areas of both exclusive Federal jurisdiction and concurrent Federal and local jurisdiction. The LAPD is charged with the initial response at an incident, except those occurring exclusively on designated Federal property. If an incident occurs which involves an issue of national security, or involves a negotiation process which exceeds the capability of the LAPD, then a transition of command can be requested by either party, but it will not be made until there is concurrence by the two commanders in charge. Investigations under the Protection of Foreign Officials Statute, (Title 18, U.S.C., Section 112) will be initially handled by the LAPD, and "follow up" investigations will be concurrent. Although not specifically provided for in the agreement, any disagreement will be resolved as quickly and efficiently as possible through consultation with the LAPD Chief, the Special Agent in Charge of the FBI office in Los Angeles, the Director of the FBI, the Attorney General, and ultimately, the White House.

This agreement differs in its detail from the previous agreements regarding the Olympics. The original MOUs are more specific in dealing with the areas of jurisdictional and command responsibilities, change of command procedures, and incident and response classifications. It is also the intent of the original MOUs that, should an incident occur which affects the ability of the U.S. Government to conduct its foreign affairs, the FBI will assume the lead role as expeditiously as possible.

The FBI is confident that through these agreements and through its day-to-day working relationships with all of the outstanding law enforcement agencies involved, it has established the proper mechanisms and relationships to handle any incident which occurs during the Olympics, and these agreements and relationships will be fully and successfully used when necessary.

*How much has the FBI spent preparing for the Los Angeles Olympics? Total costs? 50-member hostage team? What will be usable after the Olympics and how will it be used? Why do we need an FBI hostage rescue team when LAPD and the military both have trained teams?*

No formal cost breakdown for all of the FBI's expenditure is currently available, but the FBI has spent \$369,275 in agent salaries directly related to the Olympics as of March 3, 1984. Approximately



\$18,000 in travel funds for the HRT, approximately \$80,000 in photography preparations, and approximately \$31,500 for a Video-Disc Mapping System (VDMS) to be used in the event of an incident at the Games have been committed. Other expenditures included approximately \$120,000 to renovate a wing of the Veterans Administration (VA) Hospital to be used as living quarters for FBI personnel during the Olympics and the preparation of a helicopter pad near that facility.

Most of the items purchased will be reusable after the Games, such as the VDMS and communications equipment. Some equipment will be left in Los Angeles such as the voice-privacy radio system, but other equipment such as certain communication and photographic equipment will be transferred to other FBI field divisions for special events and normal field operations. Cost data are being compiled on the matter and will be available at the termination of the events.

The FBI's HRT gives the President a civilian law enforcement alternative to the use of the military to respond to a terrorist incident. Although the Protection of Foreign Offices (PFO) Statute provides for concurrent jurisdiction between local and Federal agencies, any situation which involves national security or affects the ability of the U.S. Government to conduct its foreign affairs would dictate that the Federal Government take the lead role in responding to and managing that incident.

All of the existing antiterrorist teams in the world are organized and operated at the "Federal" level, since it is recognized that they are the best equipped to handle and successfully resolve the multitude of international implications and questions arising from a terrorist incident. The governments of the world would expect the United States to use a similar force, particularly where the protection of foreign officials and athletes is concerned.

However, should it become necessary to request military assistance, the FBI has the capability to immediately set this request in motion. There is a Memorandum of Understanding with the U.S. Department of Defense and U.S. Department of Justice which establishes the mechanism to make such a request, and provides for an orderly transition and control at the scene of the incident.

*How much will be spent during the Games?*

The FBI estimates it will incur cost of approximately \$9 million on the Olympics. The majority of this amount will be for salaries and related personnel costs.

*How will you coordinate with foreign security forces such as the Israelis, who plan to provide security for their own athletes?*

The responsibility for controlling foreign security forces present at the Olympics rests with the U.S. Department of State (USDOS). The FBI is working closely with the USDOS to identify those countries which may bring their own security forces, and these forces will not be allowed to conduct any operations within the United States. All incidents will be handled by the responsible local or Federal agency.

*On October 18, 1983, GAO issued a letter report on the FBI's management of its automated information systems. Generally, the report praised the Bureau's efforts to manage its ADP systems. However, the report made two critical findings. First, it found that your FOIMS and BAS software programs needed independent quality reviews. Second, it found a lack of coordination between the several systems that will use the ADABAS data base management system.*

*Are these criticisms valid?*

*What do you plan to do to correct the deficiencies?*

The GAO completed a review of the FBI's automated information systems in August 1983. GAO's stated purpose for the review was the FBI's growing investment in automated information systems and increasing reliance on those systems to support its operations. The GAO report entitled "FBI Management and its Automated Information Systems," was issued in October 1983, with two findings. Independent Quality Assurance (QA) reviews of the software for the Field Office Information Management System and for the Budget and Accounting System are needed; central coordination during system development to standardize data elements is necessary. The FBI is in agreement with the GAO findings.

The Technical Services Division (TSD) has incorporated these two automation projects into its QA schedule which includes all developmental automation projects in the TSD.

In September 1983, the TSD filled the Data Administrator position which provides for the central coordination of data standards.

#### Communications Equipment Overseas

*Last year, the Committee staff visited your legal attache agent in Tokyo, Japan. Over there, it was discovered that your agent was using antiquated encrypting equipment--old tape machines--that are inefficient and that require the Embassy to maintain two separate communications systems, one electronic and computerized and the other to read and transmit encrypted tapes.*

*Do you have a plan to upgrade the communications equipment of your overseas agents?*

The Legal Attache teletype equipment is scheduled to be replaced in FY 1986. The equipment must be replaced in each office. The replacement is contingent upon receipt of adequate numbers of nationally approved cryptographic devices scheduled for delivery in FY 1986. The required hardware will cost \$487,500.

The replacement plan includes redundant hardware required to provide a high level of system availability and to minimize costs associated with dispatching a technician from Washington, D.C., to perform emergency repairs and routine maintenance.

Funding has been included in the FBI's budget for replacement of the Legal Attaches Secure Teletype System.

### FBI Academy

*The FBI academy offers a wide variety of training programs to select local law enforcement personnel at no cost. How are the trainees selected?*

Spaces for local law enforcement personnel at the FBI Academy for specialized training are generally allocated through the 59 field offices. The field offices are held responsible for determining those departments and police officers with the greatest demonstrated need. Candidates are nominated for consideration by the head of the local law enforcement agency. There is a constant fluctuation of the number and kinds of schools offered.

### Western Region Computer Support Center

*In which city will you locate your Western Regional Computer Support Center?*

Several sites are being considered for the Western Regional Computer Support Center. The FBI has presented its requirements to the General Services Administration for site acquisition.

*An increase of \$2,776,000 is requested for Foreign Cooperative Investigations in FY 1985. Why are you requesting this increase when there is a proposed reduction of 11 positions?*

In response to the first part of the question, it is important to clarify any doubts that may exist relative to these 11 positions. For FY 1984 the Congress approved an increase of 11 positions for Foreign Cooperative Investigations. However, since additional work-years were never approved for these 11 positions, no position allocations were ever made. In other words, there was no real increase in staffing in FY 1984 or decrease in FY 1985.

For synopsis purposes, a Special Enforcement Operations (SEO) is a concentrated enforcement initiative that provides for resource enhancement in a particular investigation or program. SEOs can be initiated by the Field Divisions or appropriate Headquarters drug sections. The additional resources will allow for ten additional foreign and five additional Caribbean SEOs, and the establishment of 23 Special Funding Intelligence Program (SFIPs). These SEOs will focus on heroin, cocaine and marijuana, and specifically on opium production capabilities in Southwest and Southeast Asia and Mexico. The SEOs will target clandestine opiate conversion laboratory operations and sophisticated trafficking organizations, which are flooding Western Europe and the U.S with high quality heroin. As to cocaine, the SEOs will target illicit cocaine conversion laboratories through the controlled sale of chemicals essential for cocaine production. Additionally, the SEOs will target organizations in Latin America that are trafficking in "sinsemilla" marijuana.

The Caribbean will be targeted specifically with intentions of identifying those trafficking groups who have centered in the Caribbean, which has been identified as a key area for drug transshipment, money laundering, and a safe haven for fugitives and which are clearly unchecked by local authorities because of the lack of manpower, funding, resources and equipment to effectively police their islands.

All intelligence and information gathered as a result of the SEOs will be shared with local police authorities in the Caribbean, thus permitting them to take law enforcement action within their own countries and territorial waters.

The SFIPs will focus on poppy production in Southwest and Southeast Asia and Mexico, on opium production and movement patterns, and on the growth, production and movement of cocaine and marijuana from Latin America.

*Have source countries been participating with the DEA in regard to this activity?*

Yes, DEA intelligence probes in Pakistan, Turkey and Mexico have pinpointed illicit opiate conversion laboratory locations, identified

the owners/operators, and 17 laboratories were seized. The Government of Burma is seeking U.S. assistance in establishing an opium eradication program modeled after the program in Mexico. DEA is working closely with the Government of Thailand to control the illicit growth of opium in Thailand, and the traffic in opium and heroin from Burma to northwest Thailand. Mexico continues to eradicate opium, and in 1983 nearly 5,000 acres were eradicated, which represents a 39 percent increase over 1982.

DEA's efforts to control the production of cocaine HCL in Colombia by limiting the traffickers availability of ethyl ether and other essential chemicals is now being accelerated. The success of this particular program has been outstanding with record seizures. Coca crop surveys were conducted in Colombia and Peru. Peru has already begun eradication based on these findings.

*Do foreign governments pay their fair share of enforcement efforts?*

Yes, although these governments may not set aside specific funding for special operations or intelligence programs relating to narcotic matters, most host countries are eager to assist DEA and allocate resources accordingly. These resources may range from manpower and technical equipment to marine or aviation equipment.

*In what areas do you primarily focus your efforts?*

The focus of DEA's efforts in the foreign cooperative area is varied. Primarily, DEA's mission is to reduce the foreign-origin drug supply destined for the U.S. illicit market. This is best accomplished through vigorous bilateral enforcement and intelligence operations, targeting major criminal organizations involved in the illicit cultivation, production and conversion of narcotics. Eradication, training, and crop substitution programs are equally as important to the DEA mission.

### Drug Investigations

*What percentage of drug investigations are initiated by the DEA? By the FBI? By other law enforcement agencies? By interdiction efforts?*

DEA does not maintain a centralized information base which will provide this type of comparative data. However, based on figures provided by the FBI, there were 751 joint narcotics investigations with the FBI as of mid-March, and a total of 64 joint narcotic Title III intercepts.

### Enforcement Priorities

*What are the enforcement priorities within the domestic program activity?*

DEA's FY 1984 Priority Objectives set forth the enforcement priorities for the domestic program. They were developed from the current Federal Strategy for Drug Abuse and Drug Trafficking Prevention,

1. To bring all of the resources of the Federal Government to bear on our basic mission - the arrest, prosecution and immobilization of major drug trafficking organizations.
2. To enlist the active participation of State and local governments and law enforcement agencies in the national effort to stop illicit drug production and trafficking.
3. To reduce the supply of illicit drugs from source countries thereby reducing the availability of illicit drugs in the United States and abroad.
4. To develop new and refine current internal DEA systems, policies and mechanisms to maximize the use of resources and bring about long-term organizational and functional ability.
5. To participate actively and aggressively in the effort to mobilize public support and participation in the drug control effort both in the U.S. and abroad, and thereby reduce the demand for the supply of illicit drugs.

Under each of these objectives, the FY 1984 Priority Objectives and Operating plans call for specific action items which as implemented will help us to meet all of these objectives.

The FY 1984 Priority Objectives were markedly different from prior year objectives in that they, together with the action items and attendant operating plans, were of a more specific and task-oriented nature. The traditional national enforcement priorities, which ranked the drugs of abuse on a national level according to their social, health and economic consequences were discontinued in FY 1983. At that time, the FY 1983 objectives set localized drug priorities since the specific nature of the drug traffic differs from one locale to another. Under these objectives, and those of FY 1984, the assessments of local situations dictate the relative priorities of the individual field elements. The localized drug priorities are based upon 1) the risk potential to the individual user, 2) user prevalence and demography, 3) the socioeconomic impact of drug abuse and trafficking, and 4) the role of the particular area in national and international trafficking patterns.

### Interdiction Efforts

*Are interdiction efforts more successful when done in conjunction with other agencies? What are your most successful joint operations?*

Each case and investigation has unique facets that must be constantly altered during the investigation to achieve the ultimate aim of not only seizing the narcotics but making a controlled delivery to the recipients of the narcotics. The degree of success is usually higher cases are those that are coordinated.

FY 1983 Resources Directed to Arrests

	<u>Total</u>	<u>%</u>	<u>Class I &amp; II</u>	<u>%</u>	<u>Class III &amp; IV</u>	<u>%</u>
Arrests	12,841	100	6,636	51.7	6,205	48.3
Investigative workhours*	2,751,412	100	1,957,406	71.1	493,579	17.9
PE/PI	\$5,591,157	100	\$3,747,076	66.9	\$1,850,081	33.1

\*About 11 percent of the investigative workhours were expended on cases pertaining to general files for which class levels are not assigned.

DEA monitors resources devoted to investigations according to the Geographic Drug Enforcement Program (G-DEP) class of case, rather than the class of individual violators. These statistics, therefore, are presented by the G-DEP class of the case to which the resources were committed, or from which the arrests resulted.

These figures represent all DEA domestic activity, to include the State and Local Task Forces, which include a larger proportion of class III and IV cases than other DEA domestic activity.

Workhours include data for Special Agents, Diversion Investigators and Intelligence.

PE/PI includes Divisional totals only.

Drug Assets

*Are the total amount of drug assets you show as seized solely a result of DEA efforts? How do you determine and verify results of DEA efforts when you work in concert with several other agencies?*

The total amount shown on page 15 of the 1985 Congressional Budget represents all DEA and other agency cooperative seizures. All such asset seizures are reported to DEA. However, the various agency recordkeeping systems do not allow the tracking of cooperative seizures through the final disposition.

Training of Foreign Law Enforcement Officials

*According to your justification, you provide training for foreign drug law enforcement officials.*

*What countries participated in FY 1983?*

Algeria	Italy	St. Vincent
Bahamas	Jamaica	Saudi Arabia
Bahrain	Japan	Singapore
Barbados	Jordan	Solomon
Belize	Kiribati	Islands
Bermuda	Kuwait	South Africa
Bolivia	Lebanon	Sri Lanka
Brazil	Libya	Sweden
British Virgin Islands	Macao	Syria
Cayman Islands	Malaysia	Taiwan
Chile	Maldives	Thailand
Colombia	Martinique	Tonga
Cook Islands	Mexico	Trinidad and
Costa Rica	Monaco	Tobago
Cyprus	Montserrat	Tunisia
Dominica	Nepal	Turkey
Dominican Republic	Netherlands	Turks and
Ecuador	Netherlands Antilles	Caicos Isl.
Egypt	New Caledonia	Vanuatu
El Salvador	Norway	Venezuela
Federated States of Micronesia	Pakistan	Western Samoa
Fiji	Panama	Yemen
Finland	Paraguay	Yugoslavia
France	Peru	
French Polynesia	Philippines	
Germany		

*How are the trainees chosen?*

The trainees are chosen by the parent governments with input and approval of the appropriate United States missions.

*Are all the costs reimbursed by the State Department?*

Yes.

*What account at State provides the reimbursements?*

The Bureau of International Narcotics Matters, International Narcotic Control Funds.

### Research Projects

*Please provide a list of your research projects for FY 1985. How much do you expect to carry over from FY 1984 to FY 1985? How much did you carry over from FY 1983 to FY 1984?*



hoc engineering support on specialized technical equipment.....	\$250,000
Technical Support for Operations at EPIC--Development of text editing capability.....	150,000
Drug Abuse Prevalence--Follow-up studies and expansion of forensic laboratory data base.....	300,000
Office of Information Systems--Support office automation program for interfacing of computer and electronic mail service networks.....	200,000
SATCOM II--Specialized satellite communications system--Expansion of system for worldwide communications capability.....	300,000
TOTAL.....	1,200,000

There is no projected carry-over funding from FY 1984 to FY 1985 for the Research and Engineering activity.

There was \$361,000 Research and Engineering activity funds carried over from FY 1983 to FY 1984.

### Foreign Cooperative Investigations Program

*Why are you reducing 11 positions from your Foreign Cooperative Investigations Program? Where will they come from?*

In FY 1984 we requested and received an increase of 9 positions for this program. This increase augmented our planned overseas work force to a total of 283 positions (183 agents). In addition to the 9 positions, we will have an increase in workyears in both 1984 and 1985. Therefore, we are proposing to reallocate the additional 11 positions provided by Congress to higher priority requirements.

### State and Local Training Program

*In your State and local training program; what costs of the program are picked up by DEA? By the trainees? How are the trainees chosen?*

nal costs are picked up by DEA. These include salaries  
ctors, supplies and training aids, as well as research  
ous subjects taught.

costs are paid by the trainees' State or local

nominate prospective candidates for the DEA  
ns are then screened by the DEA Special Agent  
ictional area. The application is then sent  
final screening and selection.

DEA's reductions (29 positions and \$1,551,000), which were proposed for this program are essentially offset by the approved increases (39 positions and \$1,292,000) for additional narcotics-related and OCDE support. The net effect of these overall changes is to underscore DEA's longer-range commitment to those intelligence program operations which are of the highest priority to the President. Specifically, the position and funding offsets will serve to focus DEA's efforts on those strategic operations which hold the greatest promise for disrupting international drug trafficking. This shift in policy requires a more intense concentration of personnel and funding resources in support of the Intelligence community and OCDE programs. DEA will not experience any erosion of its base-level efforts in other components of its Intelligence program.

#### Asset Removal School

*What type of training is received at an Asset Removal School?*

Essentially the Asset Removal School consists of: accounting for investigators; banking systems; legal aspects of forfeiture; Title 31; and case studies.

#### FBI System Terminals

*According to our justification, DEA's primary enforcement support systems, NADDIS, terminals were installed at FBI headquarters. Are any FBI system terminals installed at DEA headquarters?*

No FBI system terminals are installed at DEA Headquarters.

#### Capitol Hill Task Force

*What is the Capitol Hill Task Force? What is its jurisdiction and functions? Where is it located?*

The Capitol Hill Task Force comprised only DEA agents, United States Capitol Police and D.C. Metropolitan Police Officers. It was an informal arrangement. It existed from July of 1982 through December of 1983, and was funded through the Washington Divisional Office.

Its jurisdiction was defined by the Controlled Substances Act, and its function was to investigate allegations of drug violations on Capitol Hill.

It was located at 2400 M Street, 5th floor, Washington, D.C.

During FY 1983, JURIS was used by DEA attorneys for approximately 155 hours. Since one hour on JURIS is equal to approximately seven to ten hours of library time, this tool is obviously very important and is becoming more important as its data base expands.

### Domestic Law Enforcement Program

*In describing goals and objectives of domestic law enforcement, DEA uses words such as "reasonably," "seriously," and "significant." Can DEA quantify those terms? If not, how does DEA measure the success of the domestic law enforcement program?*

Any attempt to quantify such terms is extremely difficult, especially when taken out of context. Obviously, such modifying terms are intended to reflect a comparison with some existing or past situation. DEA measures the effectiveness of the Domestic Enforcement Program by using numerous quantitative indices and factors. For example, the following measures can be quantified and do provide an indication of the overall program effectiveness.

1. The number of investigations initiated annually.
2. The number of Special Enforcement Operation initiated.
3. The percentage of investigative hours committed to Class I and II cases.
4. The percentage of total arrests resulting from Class I and II cases.
5. The total drug arrests for a given year.
6. The dollar value of drug related assets seized.
7. The number of clandestine laboratory seizures.
8. The number and percentage rate of convictions in both Federal and State courts.
9. Increases or decreases in drug deaths or injuries.

NOTE: The above statistical measures reflect the DEA impact on major drug trafficking organizations and furthermore, indicate the immobilization of drug trafficking networks, and the containment or reduction of the levels of drug availability.

### Increased Federal Role Against Violent Crime

*How does DEA propose to accomplish its major objective to "Increase the Federal Government's role against violent crime by supporting, within resource availability, local drug enforcement and intelligence operations wherein violent crimes surface as collateral violations to ongoing drug investigations." What type of support will DEA provide? What expertise does DEA have in the area of violent crime?*

DEA addresses this connection on two levels, the Federal level and the State and local level. Studies in Detroit, Miami and elsewhere have shown that drug-related violent crime decreases during periods of vigorous enforcement action. Therefore, as the lead Federal agency for drug law enforcement we believe that our primary contribution is through the implementation of a clear, coherent and aggressive national enforcement policy characterized by an unequivocal commitment to reducing the supply of illegal drugs.

On a secondary, albeit no less important level, are our State and local cooperative programs. Drug-related violent crime most often falls within the State and local area of responsibility. DEA assists State and local law enforcement in meeting this responsibility through our formal and informal task force operations, and our extensive training activities.

We presently have 22 DEA State and local task forces. In addition, we support within resource availability numerous other task forces throughout the country, and also provide assistance to individual State and local enforcement operations.

Any effective program to combat violent crime requires highly skilled and specially trained law enforcement personnel. In FY 1983, over 4,000 State and local officers received investigative, technical and managerial training from DEA. In addition to this formal training, State and local officers attend DEA in-house training on a space available basis.

#### Priority of Drugs of Abuse

*Does DEA prioritize the major drugs of abuse? How does the emerging problem of domestically grown marijuana fit into DEA's priority system? How much effort goes into this program?*

The traditional national enforcement priorities, which ranked the drugs of abuse on a national level according to their social, health and economic consequences, were discontinued in FY 1983. At that time, FY 1983 agency objectives set localized drug priorities since the specific nature of the drug traffic differs from one locale to another. As previously explained under the FY 1983 and FY 1984 DEA priority objectives, the assessment of local situations dictates the relative priorities of the individual field elements.

Accordingly, if a specific DEA field element identifies the emergence of a marijuana cultivation problem in that office's area of responsibility, then that office's manager will appropriately dedicate his resources to combat the problem. Therefore, the DEA manpower dedicated to the program varies by field element. Nationwide, DEA had 61 employees dedicated to the program during FY 1983. At headquarters three staff coordinators are dedicated full-time to the program. Conversely, field offices have personnel dedicated to the program

### DEA Cooperation

*In reference to cooperation between DEA, U.S. Customs Service, INS, and the Coast Guard, what does it mean when you say "coordination of defendant debriefing techniques in cases not acceptable for Federal prosecution"? Is this a DEA-wide practice or only in certain specific locations?*

DEA cooperates with all interdiction services. We have developed programs at not only our headquarters but field level as well to specifically coordinate the flow of intelligence from DEA to these agencies. The Customs Information Program at our headquarters has a Customs intelligence analyst permanently assigned, and this individual reviews all of our teletypes and is given those concerning interdiction. He also reviews our DEA-6 investigative reports on debriefings of defendants who have cooperated with us. The National Narcotics Boarder Interdiction System (NNBIS) receives cable traffic originated by our offices and transmitted by EPIC. In addition, we have assigned an agent and intelligence analyst to each NNBIS center.

DEA has always maintained close liaison with INS and we are continuing to do so throughout our divisions.

### Regional Information Sharing Systems

*Congress, through the Justice Department, has been funding a network of regional information sharing systems to support State and local intelligence sharing and investigative efforts. Most of these efforts deal with drug and/or violent crime. Does DEA's State and Local Task Force program work with the support these RISS programs?*

The Western States Information Network (WSIN) is the only one of the regional information sharing systems that DEA's State and Local Task Forces participate in to any significant extent.

*Does DEA's EPIC system exchange intelligence information with State and local police agencies through the RISS programs?*

The El Paso Intelligence Center (EPIC) has agreements for the direct exchange of information with the principal State law enforcement agency in each of 48 States. EPIC member agencies act as the central point for information exchange between other law enforcement agencies located within each State and EPIC.

EPIC has an agreement with only one RISS project, WSIN. Because EPIC also has agreements with WSIN member states (California, Oregon, Washington, Alaska and Hawaii), EPIC exchanges information either

## OCDE Intelligence Specialists

*How will the work of the 13 intelligence specialists assigned to the OCDE task force program differ from specialists already working at DEA. What will be unique about the data base referred to on page 45, which differs from the intelligence data base which DEA already accumulates on Level I and II violators?*

Those analysts assigned to the Task Forces are dedicated full-time to those investigations conducted by the Task Forces. Those analysts working only within the DEA structure support DEA investigations, which are not part of the Task Force. The analytical work is basically the same. Whereas the Task Force analysts work with multi-agency sourced investigative and intelligence reporting, the analysts assigned to DEA investigations work primarily with DEA sourced material.

The data base referred to in the 1985 Authorization and Budget Request will consist of investigative and intelligence data reported by all of the participating OCDE agencies. The information derived from DEA reporting will only be a part of that data base. All reporting will be examined to determine what impact the data could have on the investigation; it is systematically filed for future research.

### Marijuana Detection

*Is DEA, as part of its research programs, funding any projects for the detection of marijuana growing in the United States? Who is paying for the U2 flights/satellite pictures reported in the press?*

The DEA Research Program is not currently funding any projects for the detection of marijuana growing in the United States.

### Seized Assets/Forfeiture Proceedings

*For each of the fiscal years 1982 and 1983:*

*--What was the total value of assets seized?*

#### Seizures

	<u>DEA Seizures</u>	<u>Other Agency Cooperative</u>	<u>Total</u>
FY 1982	\$106,656,948	\$84,082,968	\$190,739,916
FY 1983*	71,556,529	133,356,193	208,912,722

\*Data incomplete; reflects approximately 10 months of FY 1983.

*--How much was brought in due to forfeiture proceedings?*

**\*\*The various agency recordkeeping systems do not allow the tracking of cooperative seizures through to final disposition.**

*--Where do forfeiture proceeds go?*

After application to DEA's appropriation for expenses incurred, they are returned to miscellaneous receipts (general fund) of the U.S. Treasury.

*--What is the current value of the inventory of seized assets?*

Data are currently decentralized. Based on a sampling, the estimated value is \$210 million.

*--What is needed to help your forfeiture efforts?*

Passage of pending legislation dealing with forfeiture matters including: raising the current jurisdictional line between judicial and administrative forfeitures from \$10,000 to unlimited for conveyances and \$100,000 for other assets; forfeiture of lands; central forfeiture funds provisions; transfers of property to State and local law enforcement agencies; and rewards for informants.

### Domestic Financial Investigative Training School

*What is taught at the Financial Investigative Training School?*

The Domestic Financial Investigative Training School is the same as the Asset Removal School. Essentially, training consists of: accounting for investigators; banking systems; legal aspects of forfeitures; Title 31 cases; and case studies.

We do provide a 5-day training program for foreign officials. This program consists of accounting for investigators, international banking systems, negotiable instruments, tracking of assets and case studies. In addition, a local official from the host country gives a lecture on the local laws of the host country.

### 13th OCDE Task Force

*We notice that next year you are establishing a 13th OCDE task force, which will cover Florida, Puerto Rico and the Virgin Islands.*

*--How extensive is the problem currently in Puerto Rico?*

*--In the U.S. Virgin Islands?*

*--How extensive are current efforts in Puerto Rico?*

*--In the U.S. Virgin Islands?*

aircraft landing on clandestine airstrips. Vessels used for marijuana smuggling usually enter Puerto Rico under cover of dark-  
the south coast where there is an abundance of cays and  
"Mother ships" laden with multi-tons of marijuana and des-  
the continental United States frequently use the nearby  
It has been established that the funds of drug under-  
are being transferred from Miami to San Juan, since the banks  
Rico have shown multi-billion dollars in surplus cash ex-  
of routine transactions.

Following investigations illustrate the kind of trafficking  
in this region. On October 24, 1983, DEA agents from the  
District Office traveled to Scrub Island, Anguilla, arrested  
defendants and seized 601 pounds of cocaine. This was the  
cocaine seizure ever made in the San Juan office's area of  
jurisdiction.

On December 9, 1983, the U.S. Coast Guard seized the M/V "Black Hawk"  
approximately 9,000 pounds of marijuana, approximately 200 nautical miles  
off the coast of Puerto Rico. Six defendants were arrested.

On December 25, 1983, one defendant was arrested and 4 1/2 pounds of  
marijuana were seized on St. Thomas by DEA, the U.S. Virgin Islands  
Strike Force and U.S. Customs. The investigation, which  
resulted in this arrest and seizure, involved the smuggling of multi-kilo-  
gram quantities of cocaine via cruise ships from source countries.

Throughout 1983, agents from the Puerto Rico office provided con-  
tinued support to the Santo Domingo office investigation, which  
resulted in the seizure of 21,000 pounds of marijuana from the vessel  
off the northern coast of the Dominican Republic. Many  
arrested violators who traffic multi-kilogram quantities of co-  
caine into and out of Santo Domingo are based on Puerto Rico.

Luis Muñoz Marín International Airport also presents a serious drug  
trafficking problem for Puerto Rico. Couriers smuggling cocaine and  
heroin in false bottom suitcases and other devices are not un-  
common. Last December, a Lebanese courier was arrested in possession  
of 100 grams of white heroin contained in false sided suitcases.

With the serious and fluid drug trafficking situation in  
Puerto Rico and the Virgin Islands, DEA has assigned 16 special  
agents, two intelligence analysts and five diversion investigators to  
the Puerto Rico office. In addition to standard enforcement activi-  
ties, A personnel in Puerto Rico devote considerable effort to  
Operation Greenback and its subsidiary operations such as Operation  
This operation is a continuing DEA/IRS/USCS/FBI/U.S. Attor-  
ney's Office/Puerto Rican Department of Treasury effort directed toward  
the liquidation of major narcotics organizations and seizure of  
their assets. A full-time prosecutor has been appointed and a Grand  
jury has been empaneled. The Operation Greenback-Puerto Rico team  
identifies, targets, investigates and ultimately prosecutes major drug  
traffickers by scanning the assets of the bank accounts in Puerto  
Rico and violations of the Currency Transaction Report (CTR) and  
Monetary Instrument Reports (CMIRs) requirements.



In addition to these kinds of efforts, the San Juan State and Local Task Force approved this fiscal year is now investigating cases at the Class I and II levels for prosecution in Federal Court, assisting local agencies in the development of cases for State prosecution, and training local counterparts in complex investigative techniques. The State and local task force, together with the San Juan office also play an active role in the U.S. Virgin Islands Narcotics Strike Force, and the Law Enforcement Coordinating Committee for Puerto Rico.

### Domestic Marijuana Eradication

*You are requesting a program base level of \$2.5 million for domestic marijuana eradication efforts. This money will be used to help State and local law enforcement agencies engaged in marijuana suppression. Surely this level of funding is a drop in the bucket compared to what local agencies are spending on this effort. Is there a unique Federal contribution? What is the purpose of this program?*

The DEA Domestic Marijuana Eradication/Suppression Program was established to ensure a coordinated effort between Federal, State and local agencies involving the eradication of domestically cultivated cannabis in the United States. DEA's role in this cooperative venture is to encourage State and local eradication efforts, and to contribute, within limitations, funding, training, equipment, investigative and aircraft resources to support such efforts.

While \$2.5 million in no way equals the amount of money spent by local agencies, it is not the intent of this program to totally defray their expenses. In recent years, we have come to recognize that domestic cultivation has become a problem which must be addressed. State and local enforcement agencies perform the bulk of this nation's drug enforcement effort and we recognize that dealing with the domestic cultivation problems, unique situations not normally encountered in "routine" enforcement efforts present themselves.

Examples of these problems are:

- . Specialized legal training
- . Aerial observation
- . Physical removal and destruction of cannabis

These problems require additional training, availability of aircraft and specialized equipment. It is therefore the intention that this program supplement, not substitute, normal State and local enforcement funding to offset these extraordinary expenses.

The President's OCDE Task Force program provided a long overdue major increase in personnel and financial resources for the Drug Enforcement Administration. Unlike other standard increases in the agency budget, we have made a conscious effort to allocate OCDETF funds directly to investigative areas and investigative support such as the purchase of evidence and information, field operating expenditures, the purchase of airplanes, radios and investigative equipment and the salaries of the 274 Special Agents and 63 support personnel. In essence, this infusion of OCDETF funds represents a substantially large immediate and direct benefit to the DEA special agents in the field.

This infusion of resources to the field enabled us to devote more resources to Class I and II investigations, many of which have become and may become OCDE investigations. The OCDE cases usually involve the highest levels of the traffic and compare with DEA Class I investigations. They differ in part from many of our Class I investigations by virtue of the significant dedication of multi-agency resources to the cases, and the high priority given to the OCDETF program by the U.S. Attorneys and the Assistant U.S. Attorneys.

With regard to effectiveness it is not a question of whether the OCDE program or our regular enforcement program is more effective than the other since they complement one another. The two programs are today intrinsically related so that building on one, DEA's regular domestic enforcement program, allows us to reach the highest levels of the traffic and bring to bear resources of the Federal, State and local governments to disrupt, immobilize and prosecute those ultimately responsible for the drug traffic in this country.

#### PE/PI

*Last year, Congress added bill language requiring you to allocate at least \$10,000 for the purchase of evidence and information to the land border States of New Hampshire, Vermont, Michigan, Minnesota, North Dakota, Montana, Idaho, Arizona, and New Mexico. This year, you are asking us to drop that requirement because, according to your justification, "DEA has in place certain funding allocation mechanisms to assure prompt and effective availability" of evidence and information purchase funds.*

*--Please describe those mechanisms.*

*--You request appropriations language to make funds for purchase of evidence and payments for information available for a two-year period. Why?*

Each domestic field division receives an annual allowance of funds for the purchase of evidence and payment for information (PE/PI), which is apportioned on a quarterly basis. Should enforcement efforts dictate the need for additional funds, the SAC can request that his quarterly allowance be increased accordingly. Each field

The essential unpredictability of these expenditures, where coupled with a fixed appropriation over a fixed period of time, inevitably results in compromised decisionmaking. Ideally, management decisions on PE/PI expenditures should be based strictly on operational factors. Actually, these decisions are further influenced by factors such as the time of year, earlier decisions made on other opportunities, and future decisions that might have to be made on opportunities which have not yet presented themselves.

No-year funding has traditionally been appropriated for certain grant and contract programs in which a given "expenditure" occurs piecemeal over a period exceeding a single fiscal year. Although such programs conceivably could be modified to conform to the customary funding cycle, they function more efficiently by being divorced from it. We believe the same rationale applies to PE/PI on a two-year basis.

Our current system of managing PE/PI is designed to support our operations in as efficient a manner as possible. We believe that, if PE/PI continues to be appropriated on a two-year basis, efficiency will be improved to the point where the operations will be enhanced. This enhancement will manifest itself in the following ways:

1. Medium and long-range operations can be continued without termination or interruption due to fiscal year end.
2. Special programs to meet fast-emerging, unforeseen problems can be funded without having to pull funds from planned operations.
3. In a common situation, an agent draws funds to make a fourth quarter purchase. If the purchase cannot be made by the end of the fiscal year we will have to return the unspent funds, perhaps have to stall the purchase (with the consequent risk of not completing it), and then have to obligate funds from the following year's appropriation. The lack of a two-year appropriation results in:
  - . loss of the unexpended funds
  - . interrupted operations
  - . decrease in funds available for the following year's operations
4. Tacit pressure to "spend or lose" would no longer exist. To avoid the loss of PE/PI, management may elect to execute a planned purchase at a point where, if given more time, additional or higher level violators could be implicated.

In sum, PE/PI is a unique budget category in that expenditures are not controllable in the customary sense. The decision as to whether or not to make a specific expenditure is controllable, however, whether or not the opportunity presents itself, when and where the opportunity may arise, and even the amount of expenditure to be made, are not controllable.

Recently, DEA has been assisting many host countries in the implementation of existing laws, and the development of legislation in countries without statutes with regard to the seizure and forfeiture of drug assets. So far, Italy, Austria and the Netherlands have enacted drug laws where none previously existed.

### Federal/State and Local Task Force Program

*your Federal/State and local task forces program:*

*How did you choose the 22 geographic areas where you have fully operational task forces?*

*Do you plan to establish other task forces in other areas of the country?*

any of the current Federal/State and local task forces have been operational for several years. However, the criteria for establishing State/Local task forces has remained relatively unchanged and is as follows:

- . That the geographical area proposed has a significant drug trafficking problem confirmed by intelligence.
- . The State and local police authorities are willing to participate fully in the program with both resources and manpower.
- . That the Federal Drug Enforcement program would derive significant intelligence and some major drug cases from the task force program.
- . That the combined task force would significantly affect the area's drug trafficking problem, and also aid in reducing associated violent crime.
- . That State and local police officers would receive drug investigative training and experience contributing to an increase in the overall effectiveness of drug enforcement in that area.

DEA currently operates a number of additional task forces on a limited scale. Their effectiveness is periodically reviewed in an effort to identify certain such operations suitable for formal establishment.

FEDERAL BUREAU OF INVESTIGATION

Tenure of Director

*Judge Webster, there is a highly complimentary article about you in the new issue of Washingtonian. You know of my own personal high regard for you. We would have had a new Attorney General by unanimous vote if you would have been nominated.*

*The article mentions that you may be leaving the FBI this summer. Perhaps this is something you don't want to talk about at this point, but this makes me wonder about the validity of the 10-year term for the Director.*

*After 6 years in the job, what do you think of a 10-year term?*

A response to this question will be transmitted at a later date.

White Collar Crime

*Why is the white-collar crime area referred to as "one of the FBI's top priority investigative activities" and then suffers a reduction of 191 positions?*

White-collar crime is one of the FBI's top priority investigative activities and as such is one of the three largest field investigative programs. By virtue of its size and complement of experienced investigators, it was necessary to divert experienced personnel from the program to the newly assigned responsibilities in narcotics investigations. While many of the white-collar crime investigations are lengthy and complex, they are often not life-threatening situations and may be unaddressed for a longer period of time than other investigations such as narcotics matters. The decision to divert white-collar crime agents to address unforeseen jurisdiction in the narcotics area was a responsible decision to bring to bear the investigative expertise of those agents having not only the experience but the academic skills in accounting and computer science necessary to address investigations focusing on the illegal laundering of large sums of monies derived from narcotics and the complex organizational structure of many narcotics enterprises. During FY 1983, approximately 783 agent workyears were used in the investigation of narcotics matters. This was accomplished despite the fact that only 334 positions had been allocated to the FBI from the OCDE monies for narcotics investigations. Agents were, therefore, drawn not only from the white-collar crime program, but from other investigative programs as well to address the immediacy of the narcotics problem.

*Please supply a list of the Federal employees included in the 1,008 persons convicted, due to Governmental Fraud and Bribery investigations in FY 1983, including the charges, date of conviction and sentence.*

## FBI and DEA Agents

*Please bring the Committee up to date on the characteristics of the agents of the FBI and DEA.*

*FBI agents formerly were lawyers or accountants. Is that still the case?*

Individuals with law or accounting backgrounds are still among those most actively sought to fill the FBI special agent vacancies. Due to the varied nature of the FBI's responsibilities, however, the FBI also seeks to hire persons with other specialized skills, such as linguists, engineers, chemists, explosives examiners, fingerprint examiners, etc. Adding such personnel to the staff of special agents assists the FBI in being able to successfully address the many types of cases it is mandated to investigate.

*Please detail the background of the FBI and DEA agents appointed over the last year, i.e., lawyers, accountants, etc.*

Set forth below are figures showing the number of FBI agents hired during FY 1983 in each of the qualification categories. By way of explanation, individuals qualifying under the Modified Program must possess a bachelor's degree and three years of full-time employment experience or a master's degree with two years of such experience. Persons hired from this program provide the FBI with much valuable experience because of their varied backgrounds. They include, among others, individuals who previously served as military officers, law enforcement officers, investigators, persons with executive or administrative experience in private industry, etc.

<u>Attorneys</u>	<u>Accountants</u>	<u>Scientists</u>	<u>Linguists</u>	<u>Modified</u>
151	113	29	18	355

The background characteristics of a DEA special agent hire for FY 1983:

- 100% have bachelors degrees
- 60% have previous law enforcement experience
- 41% have some second language proficiency
- 25% have post graduate degrees
- 25% have previous military experience

*Is there any difference in the basic qualifications for appointment as an FBI vs a DEA agent?*

The attached chart sets forth the basic qualifications needed for appointment to the special agent position within the FBI and DEA.

*How do the qualifications for appointment to the Metropolitan Washington Police Department?*

See the attached chart.

*What is the starting grade and salary of an agent in both organizations?*

FBI special agents enter on duty as a GS-10 with a salary of \$23,199 per annum plus AUO. The entry level for DEA agents is GS-7, which has a yearly starting salary of \$17,138 plus 25% AUO (\$4,284) or \$21,422.

*If one kind of agent starts at a higher grade than the other, does that not imply a higher level of basic qualifications for appointment?*

DEA's entry standards for a GS-7 special agent conform to OPM criteria. Additionally, 100 percent of all special agent hires over the last five years have had bachelors degrees. DEA has for some time actively recruited accountants, lawyers, linguists and pilots.

One of the minimum entrance requirements for the FBI special agent position is a college degree. Persons attempting to become FBI agents must also have either full-time work experience amounting to three years with a baccalaureate degree and two years with a master's or have a specialized background or skill such as a language ability, an accounting or engineering background, a law degree, etc.

*Do the appointments over the last year justify paying a higher starting salary to FBI agents?*

To enable the FBI to remain competitive and to be able to continue to appoint individuals with the specialized skills needed to handle its varied responsibilities, the GS-10 entrance level is necessary.

*What is the length of basic training given to the agents after appointment and before their first assignment?*

FBI and DEA agents undergo a training program which is 12-15 weeks in duration.

*Where is the basic training given?*

FBI special agents are trained at the FBI academy on the grounds of the U.S. Marine Corps base in Quantico, Virginia. DEA agents are trained at Glynnco, Georgia.

*What is the backlog of applicants for appointment to be agents?*

Although the FBI presently has the names of approximately 15,000 applicants in its Special Agent Selection System, there is no backlog for appointment. The FBI anticipates hiring approximately 660 new special agents during the current fiscal year, and individuals to fill training classes are selected from the system as needed. The specialized investigative needs at any given time dictate the backgrounds of those chosen. For example, one class may contain a large number of attorneys; another may have more accountants, etc. Selec-

tions are based on the results of written tests, a formal interview, and a background investigation, with the top ranked individuals in each of the system's selection categories being those who are afforded consideration for the available openings.

DEA has processed almost 14,000 special agent applications in the last two years. For FY 1984, we expect to hire approximately 300 new special agents. DEA currently has a pool of cleared applicants from which applicants are selected to attend Basic Agent Training.

*I asked the preceeding questions as background to a concern about the merger of the FBI and DEA agents. We keep hearing that a merger is in the mill, but with the differences in their qualifications and the fact that the FBI is Excepted Service, while the DEA is Civil Service, I do not see how that can happen. Do you foresee a merger of the agents and under what conditions?*

At present there are no plans to merge the FBI and the DEA. We have, as you know, studied the situation extensively, and we are joining in projects designed to create efficiency of operation and cost savings. As you point out, one of the primary difficulties in any proposed merger is the Excepted Service versus Civil Service status of the personnel.

#### Organized Crime Drug Enforcement

*In the 1984 budget it was anticipated that \$13,656,000 of the 1983 appropriation for Organized Crime Drug Enforcement would be carried forward to fiscal 1984. The 1985 budget shows that the unobligated balance at the end of FY 1983 was actually \$18,143,000.*

*The original 1983 appropriation only permitted \$18,000,000 to remain available beyond the end of FY 1983. How is it that an additional \$143,000 was carried forward?*

*What accounts for the difference between the \$13,656,000 unobligated balance originally projected and the \$18,143,000 actually unobligated at the end of FY 1983?*

*What is that difference being applied to in FY 1984?*

Public Law 97-377, Continuing Appropriations for 1983, made available until expended \$18,000,000 for the construction of new facilities and for constructing, remodeling and equipping buildings and facilities at existing detention and correctional institutions. In the 1984 budget it was anticipated that \$13,656,000 of this amount would be deferred for several expansion projects which could not be completed in FY 1983 due to the time required for planning, design efforts and selection of contractors. In actuality, however, \$14,743,000 was carried forward into 1984 for this purpose.

In addition to this carry-over authority, P.L. 98-63, 1983 Supplemental Appropriations Act, granted further carry-over authority of \$9,619,000 for under-cover operations and \$14,000,000 for purchase of automated data processing and telecommunications equipment. For these reasons the actual amount carried forward into FY 1984 is greater than the amount specified in the original 1983 appropriation.



What procedures are used to monitor these payments to insure that they are cost effective?

Currently, the Special Agent in Charge (SAC) of each field office is responsible for any payment to an informant for services rendered or expenses incurred in furtherance of FBI investigative interest. Each payment must be requested by a memorandum to the SAC justifying the requested payment, and the SAC or, in the SAC's absence, the Assistant Special Agent in Charge is to insure that the payment to the informant is commensurate with the value of information or services received.

In general, SACs may approve payments to individual informants for services rendered or expenses incurred in furtherance of FBI investigative interest up to \$1,500. If additional payment authority is needed to operate a particular informant, the field office must make a request to FBI Headquarters (FBIHQ) for a renewal of SAC payment authority in the amount of \$1,500. In each request for an additional \$1,500 SAC payment authority, the field office must set forth a summary of the information provided by the informant for which he/she was paid and additional pertinent information, including the value of the information to the investigation. Based upon the justification, FBIHQ grants authority for an additional \$1,500 for use in the operation of the informant.

If a field office desires to pay an informant a lump-sum payment in excess of \$1,500 for outstanding services in furtherance of an FBI investigative matter, the SAC must request FBIHQ to approve the payment for the informant based on accomplishments claimed. Justification should include items such as the significance of the case, arrests, recoveries, indictments, convictions, hardship overcome, or other accomplishments which would not have been possible without the extraordinary efforts of the informant.

#### Reduction in Fingerprint Identification Personnel

The deferral message transmitted by President Reagan on March 27 included \$34,000,000 of the funds provided in FY 1984 for the automation of fingerprint identification. The budget includes a reduction of 102 positions in the Fingerprint Division as a direct benefit of automation projects planned in the Fingerprint Division.

How does the pushing back of your automation efforts to FY 1985 impact on the position reduction proposed for the Identification Division?

The deferral of \$34 million of two-year funds appropriated in FY 1984 to FY 1985 will have no impact on the proposed position reduction. The deferred funds, combined with the proposed restoration of

*Was this reduction of 102 positions part of the Department's request to OMB for FY 1985?*

The reduction of 102 positions was not part of the Department's FY 1985 request to OMB.

#### Wanted Notices

*Is there any particular reason why the number of fugitives identified through posters of wanted notices decreased from 17,283 to 13,735 between fiscal years 1982 and 1983?*

Yes, the decline in fugitives identified through the posting of wanted notices between FY 1982 and 1983 resulted from a change in the policy of recording this statistic. Prior to FY 1983, an identification and subsequent cancellation of a wanted notice by any means were included in the count. In FY 1983 it was decided that, in order to better reflect the results of work performed by the Fingerprint Identification program, only those fugitive identifications directly resulting from that program would be included. Therefore, the FY 1983 statistic represents the number of fugitive identifications resulting solely from the Fingerprint Identification program.

#### Legal Attaches

*Are the support personnel to the Special Agents overseas secretaries or just what are their duties?*

There are 26 support personnel in the Legal Attache offices. In addition to secretarial functions, support personnel in Legal Attache offices are responsible for office service management, including encrypting and decrypting cables, certain liaison activities within the U.S. Embassy, and handling all office functions such as responding to official requests when Legal Attache and their assistants are in travel status.

The total complement of agents is 28 and the total complement of support personnel is 26 in Legal Attache offices. The ratio in Legal Attache offices is .9 percent support personnel per agent. The ratio in field offices is approximately .6 support personnel per agent.

Support personnel in Legal Attache offices perform all traditional required support activities in addition to support activities unique to our foreign offices resulting in a higher support personnel to agent ratio in Legal Attache offices.

The Executive Direction and Control and Administrative Services programs have not been overstaffed in the past and are not currently. In fact, these programs were required to use 19,448 hours of support overtime in FY 1983.

The FBI has attempted to maintain the current personnel staffing level at FBI Headquarters. This will be addressed in the future; however, in FY 1985 the emphasis is on investigative and investigative support personnel increases.

#### Representation Funds

*It is our understanding that the FBI is allocated \$17,000 of the \$50,000 currently available to the Department for representation. Furthermore, it appears that FBI personnel are spending about \$30,000 more per year for official representation that is not reimbursed due to the overall limit.*

*Did the FBI request an increase in representation for FY 1985 and in what amount?*

Yes. The FBI requested an increase of \$30,000 for representation funds for FY 1985.

*Is \$30,000 still a valid estimate of the additional allowance required for representation?*

Yes. The \$30,000 will provide an adequate allowance for representation expenses in 1985.

*Are we assured that representation expenditures are strictly controlled and used only for official functions of high importance to FBI activities?*

Yes. Reimbursement from the Representation Fund; is authorized for expenditures by FBI employees whose official positions entail responsibilities for establishing and maintaining relationships of value to the FBI. In particular, representation expenditures are authorized to:

- (1) Extend courtesies to representatives of foreign countries, and
- (2) Fund official activities that further the interests of the FBI.

In the field, reimbursement from representation funds is authorized only for functions and/or courtesies having the attendance or involvement of the Special Agent in Charge or the Assistant Special Agent in Charge.

The FBI exerts strict accounting controls over the expenditures of representation funds. Expenditures exceeding \$100 require the approval of the Director or an Executive Assistant Director; expenditures of a lesser amount must be approved by the Assistant Director of the Administrative Services Division or his deputy in charge of the Financial Management Branch. All anticipated uses of representations funds must be justified and approved prior to expenditure.

Expansion in the international character of FBI responsibilities in recent years has substantially increased the need for representation funding.

1. International Criminal Police Organization (INTERPOL). INTERPOL is an association of 135 member countries whose purpose is to assist its members in criminal law enforcement matters on an international level. In July 1983, the FBI began full participation in INTERPOL.

The FBI's participation in this international law enforcement organization requires attendance at the annual INTERPOL General Assembly, as well as other meetings and seminars. Experience has shown that other INTERPOL members, including the less affluent countries, frequently host U.S., and particularly FBI, delegates to dinners and other social events, many of which are lavishly catered. They are likewise prolific in exchanging mementos such as plaques, cuff links, and the like. To avoid embarrassment to the United States and the FBI, the FBI must reciprocate these courtesies.

Conferences scheduled for calendar year 1984, to which FBI participation is considered advantageous, are:

Third International Symposium on Violent Crime Committed  
by Organized Groups  
St. Cloud, France

53rd General Assembly  
Luxemborg

5th INTERPOL Caribbean and Central American Conference  
Caribbean (Specific location to be announced)

Standing Working Party on Disaster Victim Identification  
St. Cloud, France

Committee to Study Application of Electronic Data Processing to  
Stolen Cultural Property  
St. Cloud, France

These specific events create occasions when the use of representation funding is almost obligatory. In addition, the liaison relationships established at these conferences are frequently strengthened through visits to the FBI in the United States,

Investigative thrusts at organized crime involvement in narcotics importation translate into investigations of international drug trafficking cartels which have a major impact on both cocaine and heroin trade in the United States. These groups include heroin traffickers from Southeast Asia, Mexico and Western Europe (in particular, Sicily), and major cocaine groups from South and Central America. In addition, the islands of the Caribbean are financial havens for drug money, as well as points of storage for further exportation to the United States. Narcotic enforcement, being an international problem, requires frequent discussion with law enforcement officials and diplomatic officials throughout the world. The FBI and the Drug Enforcement Administration (DEA) have substantially increased coordination with Italian and Canadian authorities regarding strategies to deal with the common problem of heroin trafficking. The FBI and DEA hosted a conference at Quantico, Virginia, in October 1982, attended by law enforcement officials from the Royal Canadian Mounted Police, Italian National Police and a national law conference was held in Ottawa, Canada, January 9-11, 1984.

The FBI has also participated in two international organized crime/narcotics conferences, one in Tokyo, Japan, in November 1981, and another in Honolulu, Hawaii, in December 1983. At these conferences, Japanese officials and national law enforcement authorities discussed Asian organized crime groups, and narcotics trafficking by these groups.

The FBI participates in a number of executive branch narcotics coordinating committees, as well as the following international groups:

International Narcotics Enforcement Officers Association

International Association of Chiefs of Police

Italian, Canadian, and American Conference

Japanese-American Organized Crime Conference

Similar to Organized Crime/Narcotics, international cooperation and coordination are essential in the investigation of terrorist groups.

The FBI has participated in a number of international conferences relating to Armenian and Croatian terrorism. These conferences have enabled FBI personnel to establish a closer relationship with foreign security services which, historically, have not been known to readily exchange operational intelligence information. Visits to FBI Headquarters by high-level officials of foreign police and security agencies have resulted from these conferences.

hours, these foreign services have exposed the FBI representatives to cultural activities to foster a better understanding of the host country and its citizens. These exchanges have significantly enabled FBI personnel to better understand the working environment and the problems their international colleagues face in "getting the job done." In view of the high esteem in which the U.S. Government and the FBI are held throughout most of the world, it is expected that the FBI reciprocate in some manner while attending official conferences on foreign soil, as well as hosting conferences in the United States.

The available funds for defraying representational expenditures of the FBI are currently inadequate to the need as set out in this position paper.

### Restoration of 1984 Reduction

*How did the FBI absorb the 1 percent reduction imposed by the Committee last year?*

*On what basis is restoration of the 1 percent congressional reduction requested as a base adjustment?*

*It was a program reduction in 1984 and why is it not budgeted as a program increase in 1985?*

*What will restoring the \$5,381,000 be used for, as no workyears appeared to be included?*

The FBI's original request to the Congress for FY 1984 was in the amount of \$1,055,690,000 and included a request for \$40 million for two years to procure the Automated Identification Division System - Phase III (AIDS-III). AIDS-III is the culmination of the FBI's project to automate the Identification Division's work functions which began 16 years ago.

An amendment to the FBI's appropriation, in the amount of \$2 million, was requested to provide for the relocation of the FBI's Engineering Section. The FBI's total request to the Congress was, therefore, \$1,057,690,000.

The following tabulations set forth the amounts allowed by the House and the Senate and the amount appropriated for FY 1984.

Amendment.....	...	2,000	2,000
Reduction for SLUC.....	-5,309	-5,309	-5,309
1% Reduction (Ident.			
Division Automation).	...	-10,524	...
Senate/House Conference			
Reduction (1%).....	...	...	-5,381
TOTAL.....	1,050,381	1,041,857	1,047,000

In order for the FBI's base for 1985 to agree with the base allowed by the Office of Management and Budget (OMB), it is necessary to include the two items deducted from the request for 1984 as adjustments to base.

The \$5,309,000 for SLUC will be used to pay the General Services Administration (GSA) for space occupied by the Federal Bureau of Investigation throughout the country. The \$5,381,000 will be used to continue the AIDS-III project and will provide for external studies and evaluations, equipment, etc. No workyears or personnel costs are associated therewith. The total amount of \$40 million originally requested for 1984 is still the amount estimated to purchase the system; therefore, in its 1985 submission, the FBI has requested restoration of the \$5,381,000 cut in 1984 and the date for the award of the contract for the system has been delayed until FY 1985.

#### Customs Narcotics Investigations

*Do you believe that DEA lacks the manpower to conduct the investigations that our colleagues believe necessary?*

DEA has sufficient manpower to investigate those interdiction cases which are felt to be worthy of this additional investigative effort. On numerous occasions individuals are arrested with minor amounts of drugs. These individuals are either levied with a fine or the case is turned over to local prosecution.

*Why aren't the U.S. Attorneys prosecuting a greater number of the violators arrested by Customs and the Coast Guard? This is not a new issue but we need a clear response as it affects the morale of those agencies integrally involved in the drug enforcement effort.*

The U.S. Attorneys have made substantial gains in FY 1983 in the prosecution of drug-related cases referred from Customs and Coast Guard. In 1983, we filed 423 such cases. This is an increase of 124 percent over the 189 cases in 1982. In addition, the declination rate of drug-related cases has dramatically decreased. The rate for matters declined by our offices dropped from 57 percent in FY 1982 to only 30 percent in FY 1983.

Please supply for the record a chart that displays the following information on the passenger motor vehicles of the FBI, DEA, INS and Marshals Service: Number of vehicles? Average amount of mileage on vehicles? Vehicle with the most mileage? Number of vehicles with more than 60,000 miles? Vehicles out of service for last month in terms of vehicles and days? Number of vehicles to be replaced in 1985? Number of additional vehicles in 1985?

Agency	Number of Veh.	Average Mileage	Veh. Most Mile.	Number Veh. in excess 60,000 m.	Out of Service Vehicle/ Days	1985 Replace	Addi. Veh. in 1985
U.S.							
Marshals.	1,111	30,331	91,565	79	168/435	292	...
FBI.....	6,612	39,354	154,590	1,913	2,993/1,048	1,550	150
DEA.....	2,304	55,988	139,840	697	Unavail.	489 <sup>a</sup>	28
INS.....	3,461	50,000	376,638 <sup>b</sup>	949	Unavail.	416	192
TOTAL.....	13,488	N.A.	N.A.	3,638	N.A.	2,747	370

<sup>a</sup>DEA also estimates they will seize 200 usable vehicles.

<sup>b</sup>This vehicle is a bus, INS also possesses a passenger motor vehicle with 118,068 miles.

#### New OCDE Task Force in Florida

*There is an increase of 35 positions in the Organized Crime Drug Enforcement areas for a 13th Task Force for Florida.*

*Does this mean that the Special South Florida Task Force is terminated?*

*What are other agencies, both within Justice and other Departments, budgeting for this new Task Force?*

The South Florida Task Force was created for the purpose of directing a concentrated Federal effort at interdicting the illegal flow of narcotics into the United States. The Organized Crime Drug Enforcement (OCDE) Task Forces initiated in October 1982, are investigative task forces aimed at investigating and prosecuting criminal organizations and seizing the financial assets associated with these groups. The new OCDE investigative Task Force centered at Miami will complement the South Florida Task Force and pose no conflict with that operation.

It is important that the OCDE Task Forces enhance, not replace, existing Federal law enforcement efforts against drug trafficking. The Task Forces supplement the FBI, DEA, U.S. Customs Service, and



The 13th Task Force will complete enforcement coverage nationwide under this multi-agency program. It has been the FBI's experience that the other 12 areas continually rely upon Federal agencies in Miami to support their efforts by lead coverage, electronic and physical surveillance. This area is critical to the success of the other 12 Task Force areas.

Regarding the resource budget for the 13th Task Force, the following chart reflects the Department of Justice's request. As for the other Departments, final decisions have not been made.

	<u>13th Task Force (\$000)</u>	
	<u>Pos.</u>	<u>Amount</u>
Federal Bureau of Investigation.....	35	\$2,427
Drug Enforcement Administration.....	35	2,401
U.S. Attorneys.....	27	1,196
U.S. Marshals.....	1	61
TOTAL.....	<u>98</u>	<u>6,085</u>

## Comparison of DEA Agents/Metropolitan Police

QUALIFICATION AREAS	DEA	MPO
Salary	\$17,138 +25% AUD after graduation (\$21,422)	\$19,800/Adj. October 1,
Grade Level	1GS-7	Equivalent GS 7-9
Education	2Bachelor's degree	High school equivalency written exam
Age	21/Restricted to 35	21/30
Physical Exam	Agency Judgment	*, Height - Maximum 6'5
Training (Entry)	12/15 weeks, Glynnco, GA, 1 year probationary	6-18 weeks
Citizen (MUST)	*, All citizens	*, District residents only
Assignments	All states/overseas	Local
General Experience	experience	1 year as a policeman in major police department

\*Required

1Adjusted according to qual:

2Not hiring with less than 1

Valid drivers license requ

99TH CONGRESS  
1ST SESSION

# H. R. 2577

[Report No. 99-142]

Making supplemental appropriations for the fiscal year ending September 30, 1985, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

MAY 22, 1985

Mr. WHITTEN, by direction of the Committee on Appropriations, reported the following bill; which was committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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## A BILL

Making supplemental appropriations for the fiscal year ending September 30, 1985, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That the following sums are appropriated, out of any money  
4       in the Treasury not otherwise appropriated, to provide sup-  
5       plemental appropriations for the fiscal year ending September

(INCLUDING RESCISSION)

For an additional amount for "Salaries and expenses",  
\$3,300,000.

Of available funds under this head, \$876,000 are rescinded pursuant to section 2901 of the Deficit Reduction Act of 1984.

Extracted from page 16

DRUG ENFORCEMENT ADMINISTRATION

"Salaries and expenses", \$4,682,000;

Extracted from page 92

MAKING SUPPLEMENTAL APPROPRIATIONS FOR THE  
FISCAL YEAR ENDING SEPTEMBER 30, 1985, AND FOR  
OTHER PURPOSES

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JULY 2, 1985.—Ordered to be printed

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Mr. WHITTEN, from the Committee of Conference,  
submitted the following

CONFERENCE REPORT

[To accompany H.R. 2577]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 2577) making supplemental appropriations for the fiscal year ending September 30, 1985, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 1, 12, 13, 20, 22, 24, 27, 28, 31, 33, 38, 39, 42, 46, 47, 48, 52, 54, 64, 67, 68, 69, 74, 81, 82, 83, 89, 90, 94, 95, 97, 98, 99, 100, 103, 107, 108, 115, 116, 118, 119, 120, 122, 123, 124, 125, 126, 127, 137, 138, 139, 140, 141, 142, 144, 146, 152, 154, 162, 175, 177, 181, 186, 187, 188, 189, 190, 192, 195, 196, 197, 205, 207, 212, 213, 225, 226, 228, 229, 233, 242, 245, 251, 254, 265, 275, 276, 277, 278, 279, 280, 281, 283, 284, 285, 291, 292, 294, 295, 296, 297, 327, 328, 329, 332, 335, 338, and 339, in its disagreement to the amendments numbered 30, 44, 49, 53, 55, 59, 85, 101, 104, 105, 171, 172, 174, 176, 191, 206, 208, 209, 239, 250, 252, 255, 259, 269, 270, 282, 302, 303, 308, 309, 311, 312, 313, 314, 333, 336, and 337, and agree to the

That the House recede from its disagreement to the amendment of the Senate numbered 18, and agree to the same with an amendment, as follows:

In lieu of the matter proposed by said amendment insert:

## DRUG ENFORCEMENT ADMINISTRATION

### SALARIES AND EXPENSES

Amendment No. 65: Reported in technical disagreement. The managers on the part of the House will offer a motion to recede and concur in the amendment of the Senate with an amendment as follows: In lieu of the sum stricken and inserted by said amendment insert: "*\$20,000,000, to remain available until September 30, 1986*".

The managers on the part of the Senate will move to concur in the amendment of the House to the amendment of the Senate.

The conferees are agreed that not to exceed \$17,900,000 shall be available for fiscal year 1985 for 476 positions and purchase of equipment to enhance the following programs of the Drug Enforcement Administration: organized crime drug enforcement task forces; State and local task forces; cannabis eradication; overseas security and investigations; and equipment enhancements.